REPORT

OF THE

SELECT SPECIAL COMMITTEE ON ELECTORAL BOUNDARIES

NOVEMBER 1990

LEGISLATIVE ASSEMBLY OF ALBERTA

91-01374/

LEGISLATIVE ASSEMBLY
ALBERTA

SELECT SPECIAL COMMITTEE ON ELECTORAL BOUNDARIES

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BOB BOGLE, M.L.A.
TABER-WARNER

Vice Chairman:
STOCKWELL DAY, M.L.A.
RED DEER-NORTH

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EDMONTON-HIGHLANDS

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CALGARY-NORTH WEST

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ATHABASCA-LAC LA BICHE

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November, 1990

Honourable Dr. David J. Carter
Speaker of the Legislative Assembly
of the Province of Alberta

The Select Special Committee on Electoral Boundaries herewith presents its Report with recommendations for consideration by the Legislative Assembly of Alberta.

Bob Bogle
MLA Taber-Warner
Chairman

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I. RECOMMENDATIONS

The following is a summation of the final recommendations of the Select Special Committee on Electoral Boundaries. **Approval of these recommendations by the Legislative Assembly means that all 83 electoral divisions will see some changes. These changes may be minimal in some cases; however, most will be major and significant.** The committee recognizes that change is often difficult but believes it to be vital in order to provide a fair and equitable electoral system that will serve all Albertans into the decades of the future.

A. Number of Electoral Divisions:

The number of electoral divisions in Alberta shall remain at 83.

B. Basis for Redistribution:

The basis shall be total population using the most recent federal census statistics when the Electoral Boundaries Commission is formed (for present purposes this means using the 1986 census results).

C. Percentage Variation Formula and Electoral Division Definitions:

Percentage Variation Formula between Ridings may be up to +or- 25% from the provincial average of electoral division population with extreme criteria to -50%.

In establishing electoral divisions the commission shall consider the following;

1. **Sparsity and density of population.**
2. **Community interests including Indian reservations, Metis settlements, special areas and improvement districts.**
3. **Number of municipalities, school boards, hospital boards, et cetera.**
4. **Geographical features including existing road systems.**
5. **Understandable, clear boundaries.**

A single-municipality electoral division is one where the entire division is within one municipality.

A multi-municipality electoral division is one where the division includes two or more municipalities.

Single-municipality electoral divisions shall be:

Calgary: 19 electoral divisions
Edmonton: 17 electoral divisions
Lethbridge: 2 electoral divisions
Medicine Hat: 1 electoral division
Red Deer: 1 electoral division
St. Albert: 1 electoral division
Sherwood Park: 1 electoral division
Ft. McMurray: 1 electoral division

Total of 43 electoral divisions

Multi-municipality electoral divisions shall include;

Part of city of Red Deer
Part of city of Medicine Hat
Part of city of St. Albert
City of Grande Prairie to be split
Other cities and smaller centres. May include parts of Calgary or Edmonton.

Total of 40 electoral divisions

At least 95% of the 83 electoral divisions shall meet +or- 25% criteria. Up to 5% of the 83 may be given special consideration with a variance up to -50%. The criteria for "special consideration" electoral divisions shall be:

1. Total area of electoral division over 20,000 square kilometres
2. Total settled (surveyed) area over 15,000 square kilometres
3. Communication and transportation: at least 1,000 kilometres of primary and secondary highways
4. Community and diversity of interests of the inhabitants
5. Distance from capital at least 150 kilometres
6. No population centre over 4,000
7. Sudden and dramatic loss of population, due to economic factors, as indicated by comparing the previous and current Federal Census.

Electoral divisions must meet 4 of the 7 criteria to be considered as a "special consideration" electoral division.

D. Composition of Commission:

Chairman: judge or retired judge appointed by Lieutenant-Governor in Council

Chief Electoral Officer

2 citizens at large nominated by the Premier
1 citizen at large nominated by Leader of Official Opposition in consultation with leaders of the other opposition parties

Appointed through the Speaker of the Assembly

At least two of the five shall be from Alberta cities and at least two of the five from outside Alberta cities.

Administrative support shall be provided by the Senior Administrator of the Select Special Committee on Electoral Boundaries.

E. Instructions to the Commission:

1. **Instruction to the commission shall be in the form of Legislation.**

2. **The commission shall be deemed to have been struck on the day the Bill receives Royal Assent.**

3. **The commission shall, after considering any representations to it and within nine months of the date on which the commission is struck, submit to the Speaker of the Legislative Assembly a report which shall delineate the boundaries of the proposed electoral divisions.**

4. **The commission shall, after considering any further representations made to it and within six months of the date it submits its report, submit to the Speaker any amendments to its report that it considers advisable.**

F. Length of Time Between Redistributions:

Length of time between redistributions shall be after every second election but not less than every eight years. The Chief Electoral Officer shall report, following each Canadian Census, any variation outside the +or- 25% range.

G. Other Recommendations:

1. **The Legislative Assembly should reaffirm its commitment to balanced growth throughout the Province. This may be achieved, where appropriate, by decentralizing government services and working with the private sector on diversification strategies.**

2. **All-party standing, select and special select committees holding meetings throughout Alberta, where appropriate, should be used more frequently.**

3. **The Special Standing Committee of the Assembly on Members' Services should review support provided to members with an emphasis on attention to large, scattered constituencies with sparse and/or scattered population.**

II. BACKGROUND

A. History of Alberta's Electoral Boundaries

Alberta has an interesting and sometimes colourful electoral boundary history. The system by which members of the Legislature of Alberta were elected was adapted and revised as the population of eligible voters increased or shifted from one region to another. There have been 15 changes in the total number of Members of the Legislative Assembly from 1905 to date. In 1905 when Alberta's Legislature opened, Albertans were represented by 25 Members of the Legislative Assembly each of whom represented one electoral district (see map on page 7). Each electoral district had an average of approximately 1,006 voters. This figure was based on the number of people who actually voted. In 1905 enumerated eligible elector lists were not available. A total of 25,163 people voted in Alberta's first election compared with the 831,240 people who voted in 1989.

In 1909 the Assembly increased from 25 to 41 Members with Edmonton and Calgary each having two members elected by preferential ballots (see map on page 8). Dual-member constituencies meant that Edmonton and Calgary representatives shared the same electoral district. To make it even more interesting, electors in Calgary and Edmonton were permitted to vote twice.

The following election, in 1913, saw Calgary divided into three electoral districts whereas Edmonton continued to be represented by two Members of the Legislative Assembly to represent the whole of the city. This election also produced one of the more curious anomalies in Alberta's electoral history. Individuals were allowed to be candidates in more than one electoral district. In 1913 the Honourable C.W. Cross ran in both Edmonton and Edson, won in both places and represented both as a Member of the Legislative Assembly in the Legislature. There were 56 Members of the Legislative Assembly elected in the 1913 election (see map on page 9).

In 1917 special arrangements were made due to the First World War. Single-member constituencies with plurality victories existed, however, two wartime variations occurred: (i) sitting members serving in the armed forces were automatically returned without an election in their district, and (ii) Alberta soldiers and nurses elected two representatives by special provincewide ballot. The two additional representatives thus increased the number of Members of the Legislative Assembly to 58 (see map on page 10).

In 1921 Alberta introduced multi-member constituencies in Edmonton and Calgary and a dual-member constituency in Medicine Hat. Each voter cast as many votes as there were members to be elected in their district. Plurality victories were required in single-member districts while the highest total in multi-member constituencies determined the winners. Sixty-one Members of the Legislative Assembly were elected with an average of 4,888 votes cast in each district (see map on page 11).

In 1926 (see map on page 12) all the constituencies were single-member except for Edmonton and Calgary, which were multi-member districts varying from five to seven members between 1926 and 1955 inclusive. By 1955 (see map on page 16) the number of Members of the Legislative Assembly had returned to 61 from a high of 63 in the 1930 and 1935 elections and a low of 57 in the 1940, 1944 and 1948 elections (see map on page 14). In 1959 the number increased to 65 (see map on page 17).

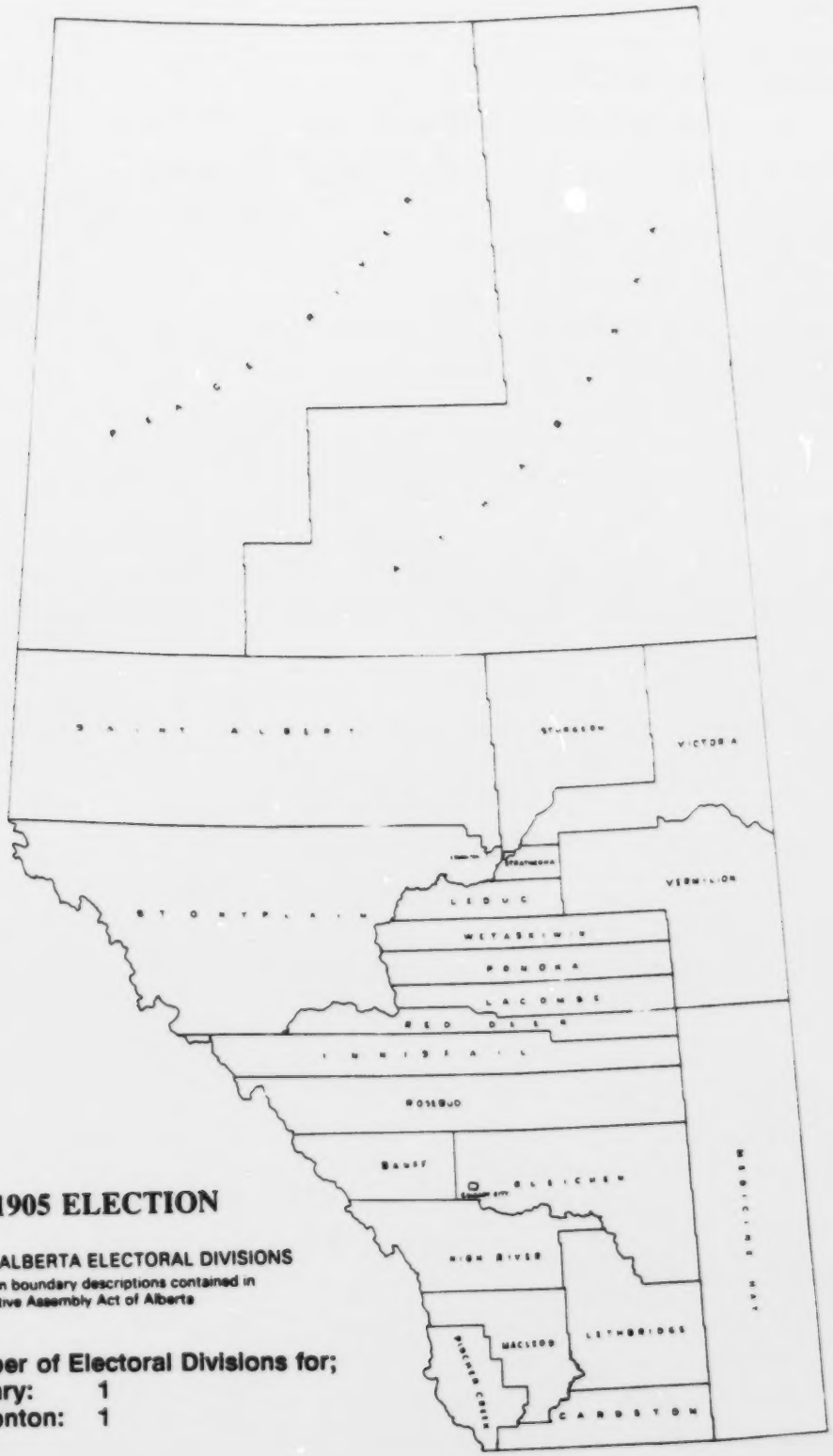
Since 1959 lists of eligible voters have been prepared through the process of enumeration. The first time Albertans were surveyed to determine if they were eligible to vote was 1959. Following the election actual numbers of votes cast could be compared with the lists of eligible voters. Prior to 1959 the only indication that the government had of voter population was based on the previous election turnout at the polls. In 1955, for example, the total number of votes cast in the province was 378,179. However, in 1959, 413,516 people voted of the 649,678 people eligible. With 65 electoral districts this averaged 6,362 eligible voters per member. Edmonton and Calgary were divided into five and seven electoral districts, respectively (see map on page 17).

Between 1963 and 1971 the number of Members of the Legislative Assembly increased from 63 to 75. The electoral boundaries were adjusted to accommodate the needed increase for legislators (see maps on pages 18 to 24). In 1975 the number of Members of the Legislative Assembly remained at 75 (see maps on pages 22 to 24).

In 1979 the number of constituencies increase to 79. As well, the 1979 election was the first election in Alberta's history to be administered by a Chief Electoral Officer for Alberta. The office and position were established in 1977 to provide for the ongoing administration of elections by a non-partisan appointee of the Legislature. Previously, the Clerk of the Assembly administered the elections in Alberta. However, given the increasing enormity of the task and the need for ongoing administration, it was decided to create a special office for the administration of Alberta's provincial elections and other provincewide votes. The establishment of the Chief Electoral Officer's office and the development of enumeration lists of eligible voters contributed to a more precise analysis of the distribution of eligible voters within the province and subsequent determination of electoral boundaries by Electoral Boundaries Commissions (see maps on pages 25 to 27).

Electoral Boundaries Commissions have been appointed by the Lieutenant Governor in Council as required by the Electoral Boundaries Commission Act. The last Boundary Commission was appointed in 1983 following the 1982 general election (see maps on pages 28 to 30).

Court of Queen's Bench Justice Russell A. Dixon was named Chairman of the 1982 Commission. Following the submission of an interim report the commission held public hearings throughout the province before submitting its final report in 1984. The general elections in 1986 and 1989, with 83 constituencies, were based on the Dixon Commission's final report (see maps on pages 31 to 37).

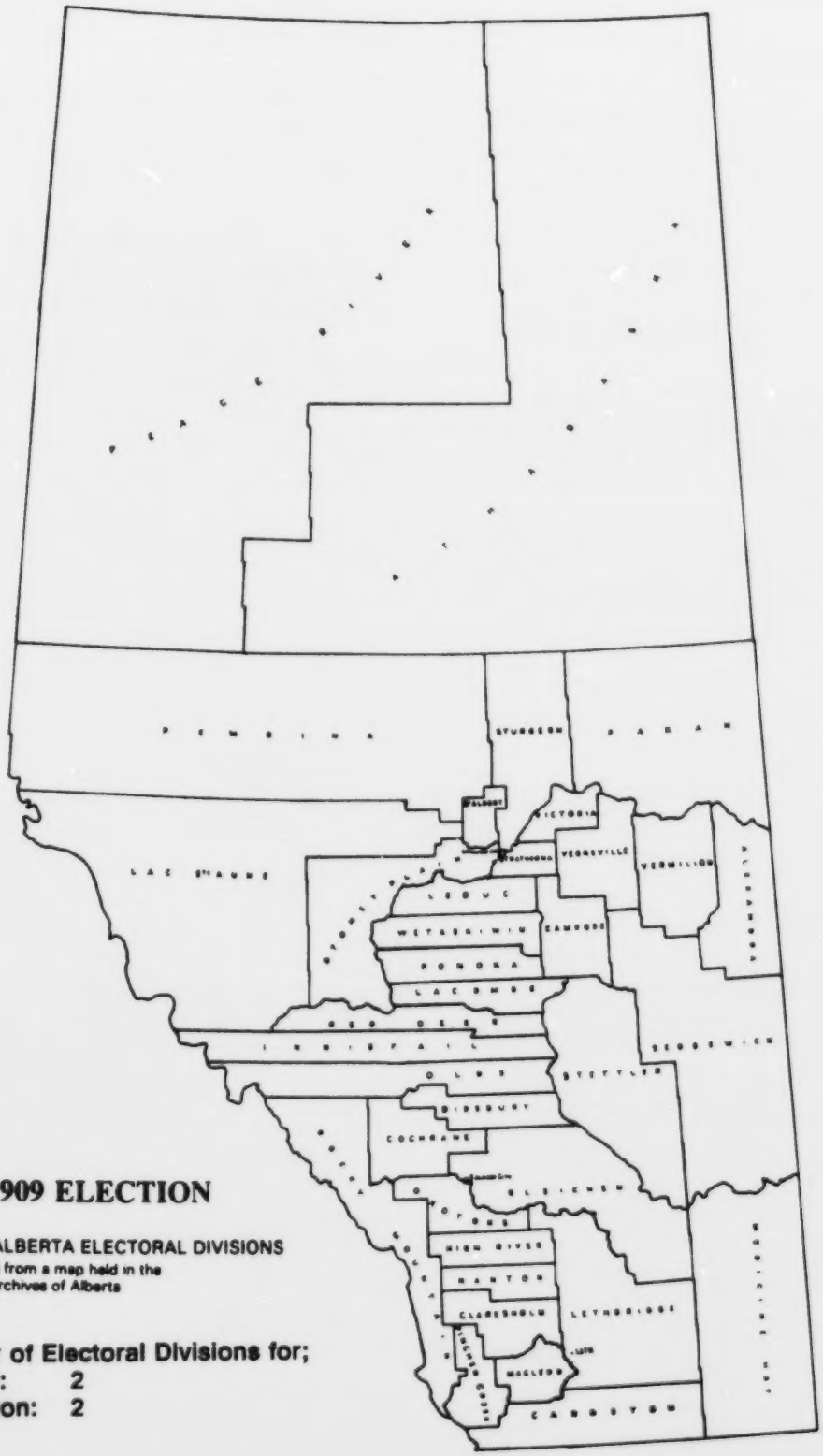


1905 ELECTION

ALBERTA ELECTORAL DIVISIONS

Drawn from boundary descriptions contained in the Legislative Assembly Act of Alberta

Number of Electoral Divisions for;
Calgary: 1
Edmonton: 1

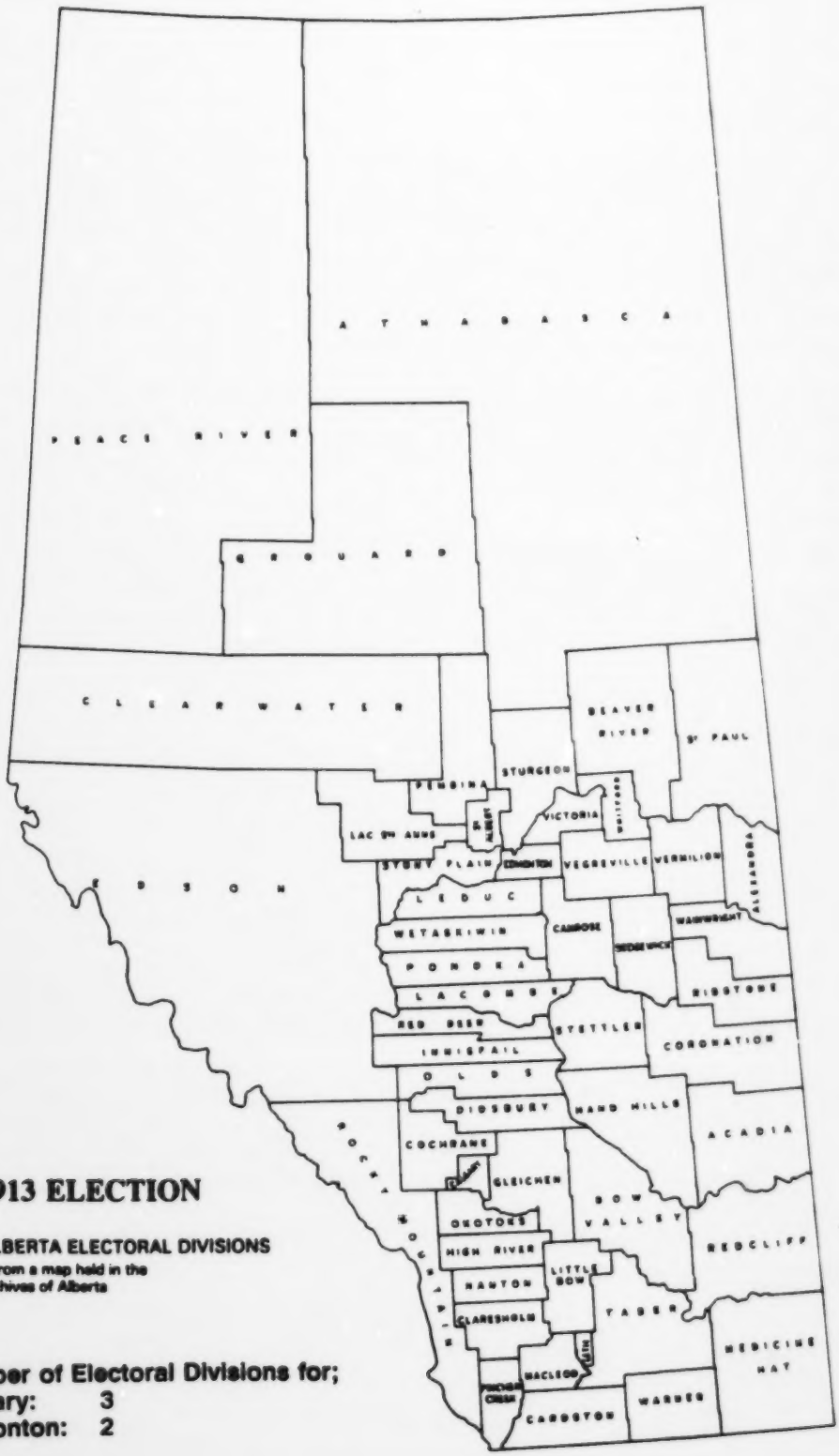


1909 ELECTION

ALBERTA ELECTORAL DIVISIONS

Reproduced from a map held in the Provincial Archives of Alberta

Number of Electoral Divisions for;
Calgary: 2
Edmonton: 2

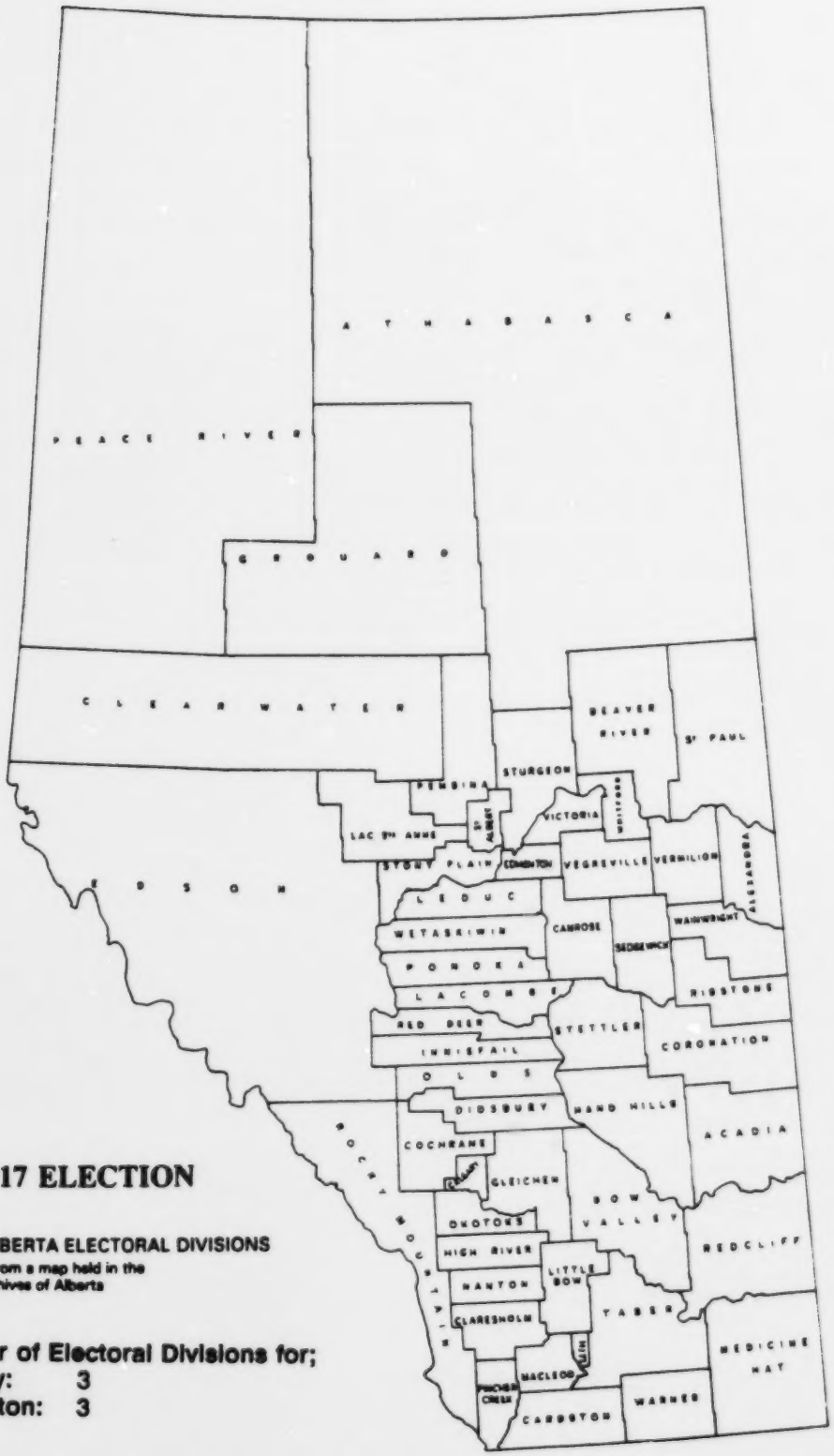


1913 ELECTION

ALBERTA ELECTORAL DIVISIONS

Reproduced from a map held in the Provincial Archives of Alberta

Number of Electoral Divisions for;
Calgary: 3
Edmonton: 2

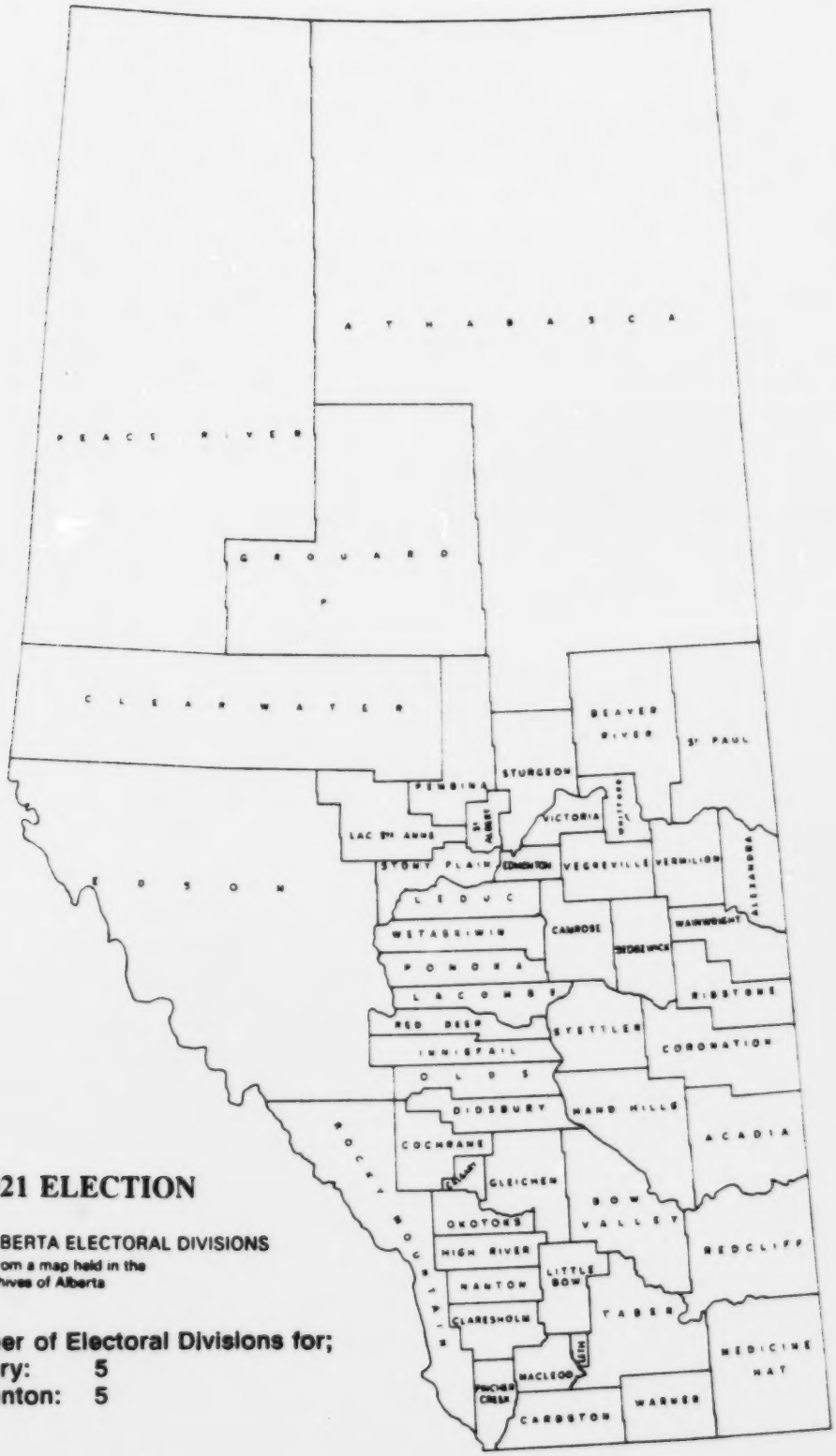


1917 ELECTION

ALBERTA ELECTORAL DIVISIONS

Reproduced from a map held in the Provincial Archives of Alberta

Number of Electoral Divisions for;
Calgary: 3
Edmonton: 3

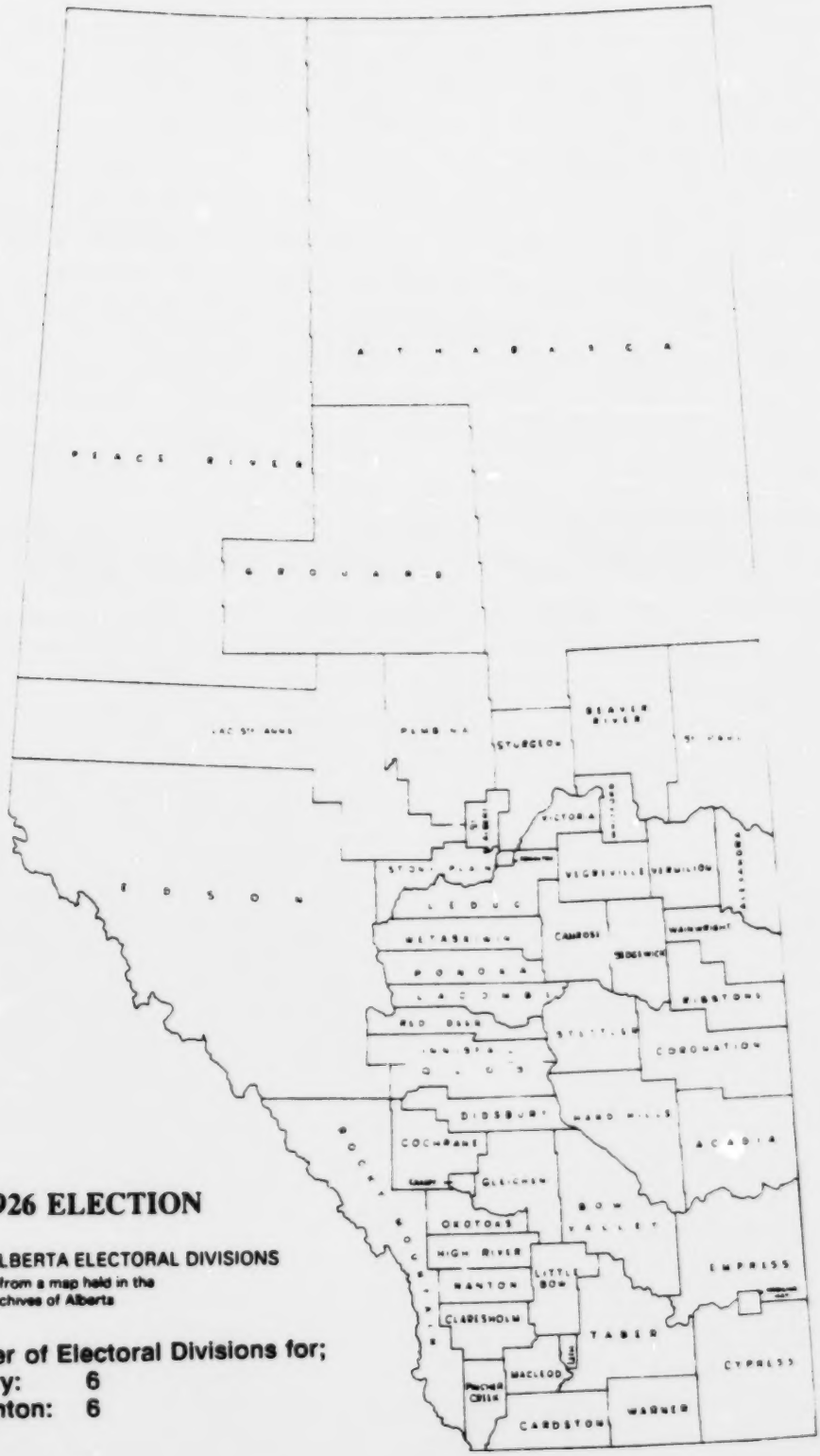


1921 ELECTION

ALBERTA ELECTORAL DIVISIONS

Reproduced from a map held in the Provincial Archives of Alberta

Number of Electoral Divisions for;
Calgary: 5
Edmonton: 5



1926 ELECTION

ALBERTA ELECTORAL DIVISIONS

Reproduced from a map held in the Provincial Archives of Alberta

Number of Electoral Divisions for;
Calgary: 6
Edmonton: 6

1930 ELECTION

1935 ELECTION

ALBERTA ELECTORAL DIVISIONS

Drawn from boundary descriptions contained in the Legislative Assembly Act of Alberta

Number of Electoral Divisions for;
Calgary: 6
Edmonton: 6

ALBERTA ELECTORAL DIVISIONS

Reproduced from a map held in the Provincial Archives of Alberta

Number of Electoral Divisions for;
Calgary: 5
Edmonton: 5

1952 ELECTION

ALBERTA ELECTORAL DIVISIONS

Reproduced from a map held in the Provincial Archives of Alberta

Number of Electoral Divisions for;
Calgary: 6
Edmonton: 6

1955 ELECTION

ALBERTA ELECTORAL DIVISIONS

Reproduced from a map held in the Provincial Archives of Alberta

Number of Electoral Divisions for;
Calgary: 7
Edmonton: 6

1959 ELECTION

ALBERTA ELECTORAL DIVISIONS

Drawn from boundary descriptions contained in the Legislative Assembly Act of Alberta

Number of Electoral Divisions for;
Calgary: 7
Edmonton: 5

1963 ELECTION

ALBERTA ELECTORAL DIVISIONS

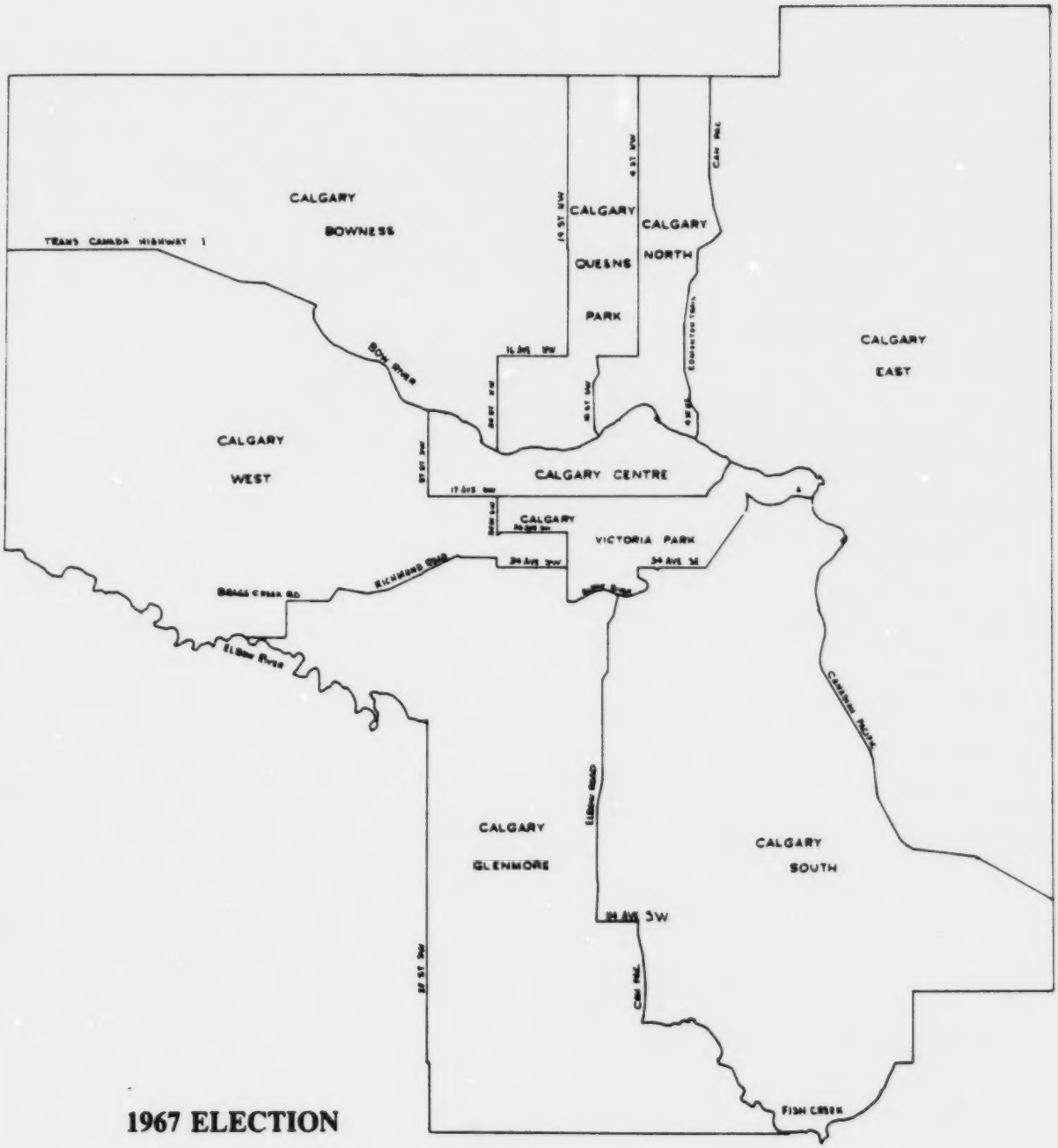
Reproduced from a map held in the Provincial Archives of Alberta

Number of Electoral Divisions for;
Calgary: 8
Edmonton: 7

1967 ELECTION

ALBERTA ELECTORAL DIVISIONS

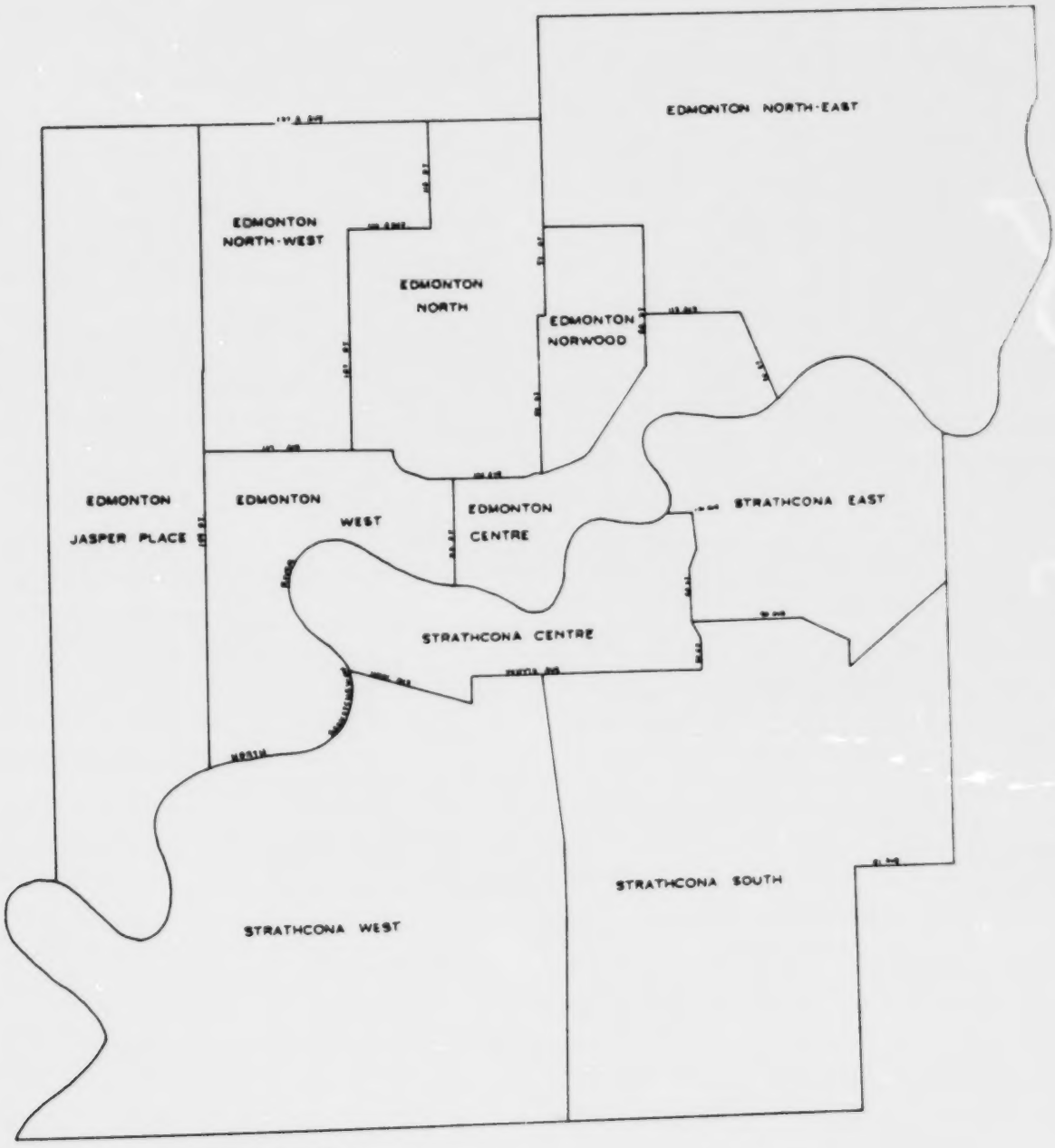
Reproduced from a map held in the
Provincial Archives of Alberta



1967 ELECTION

CALGARY ELECTORAL DIVISIONS

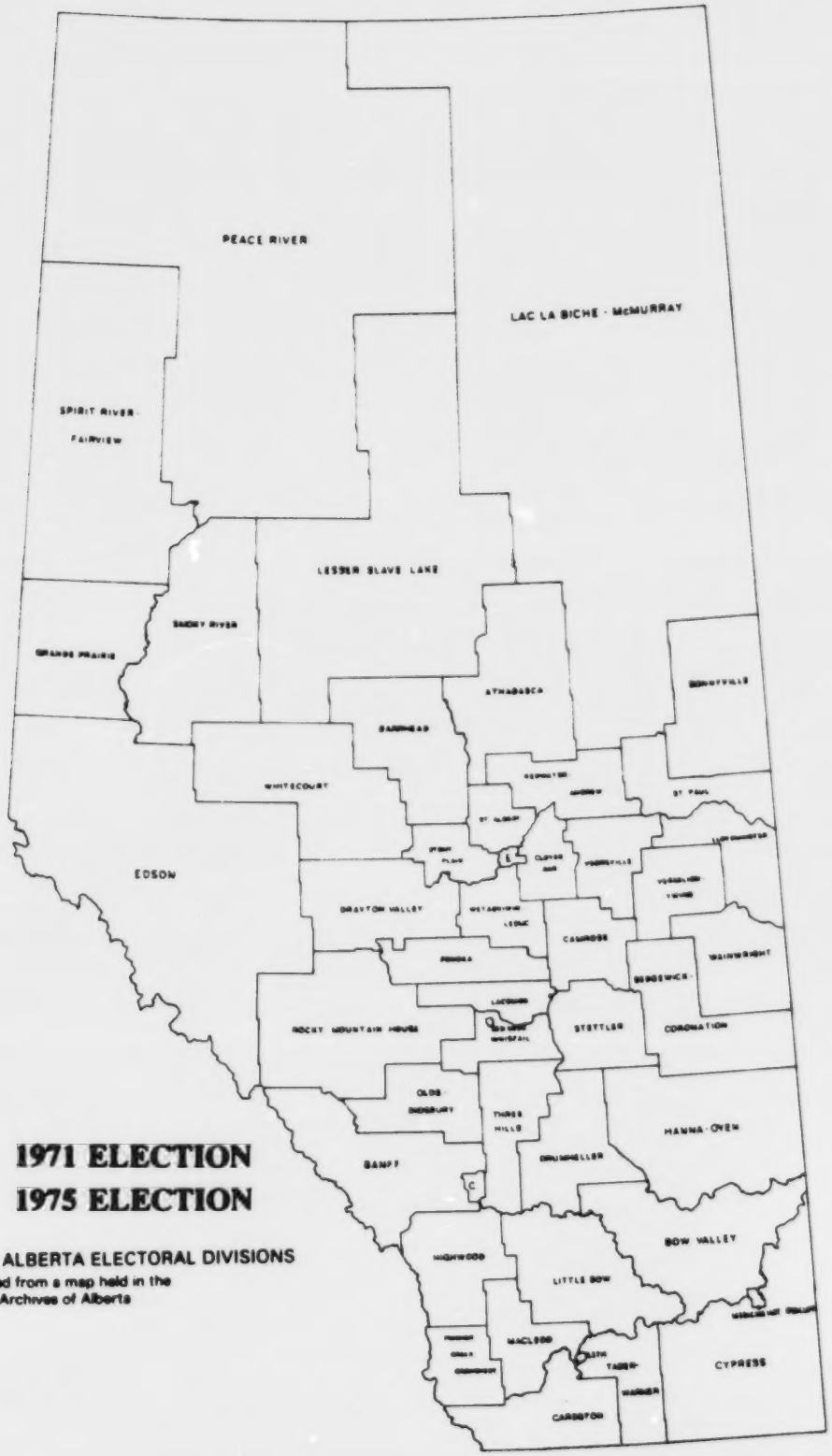
Reproduced from a map held in the
Provincial Archives of Alberta



1967 ELECTION

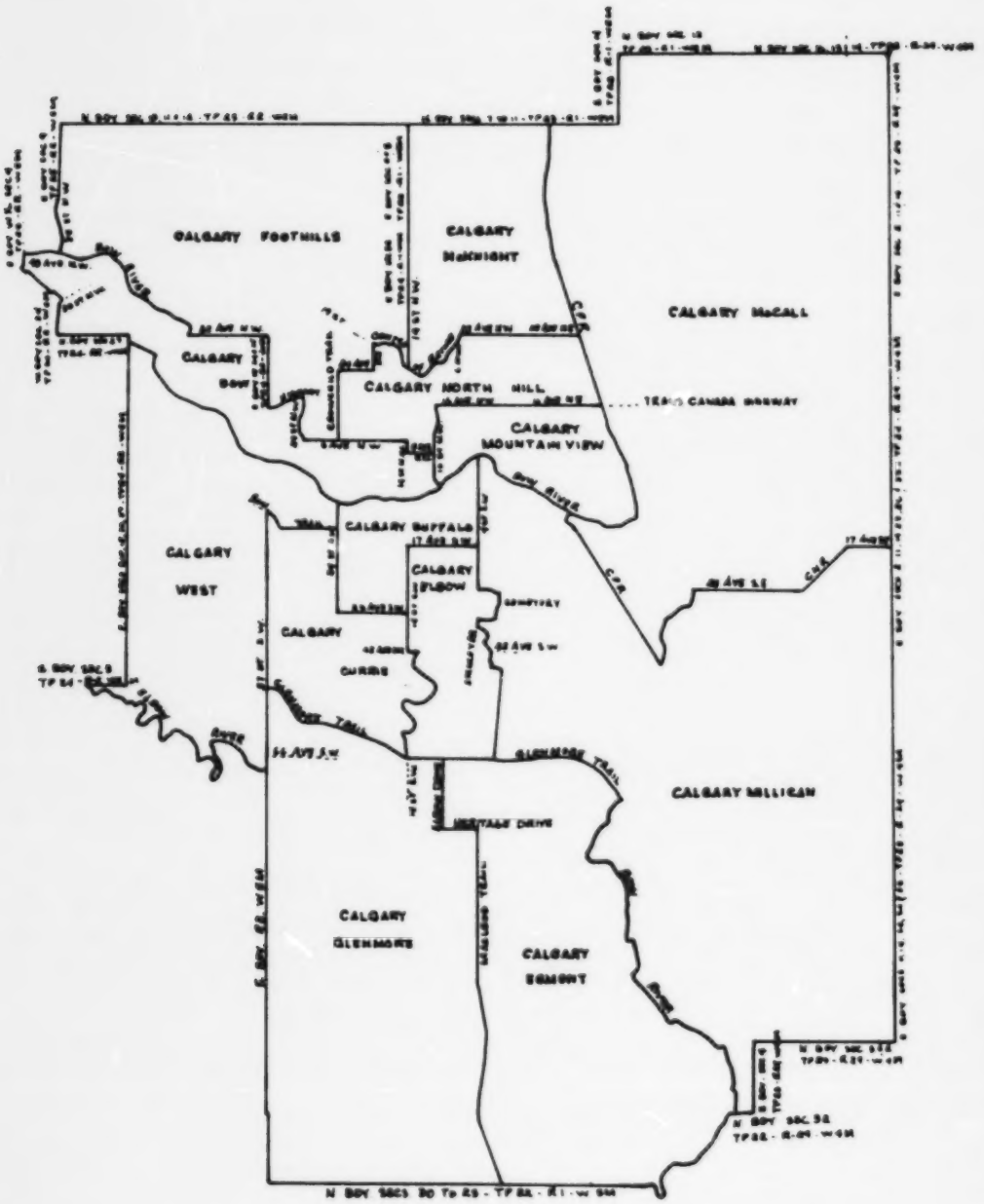
EDMONTON ELECTORAL DIVISIONS

Reproduced from a map held in the
Provincial Archives of Alberta



1971 ELECTION
1975 ELECTION

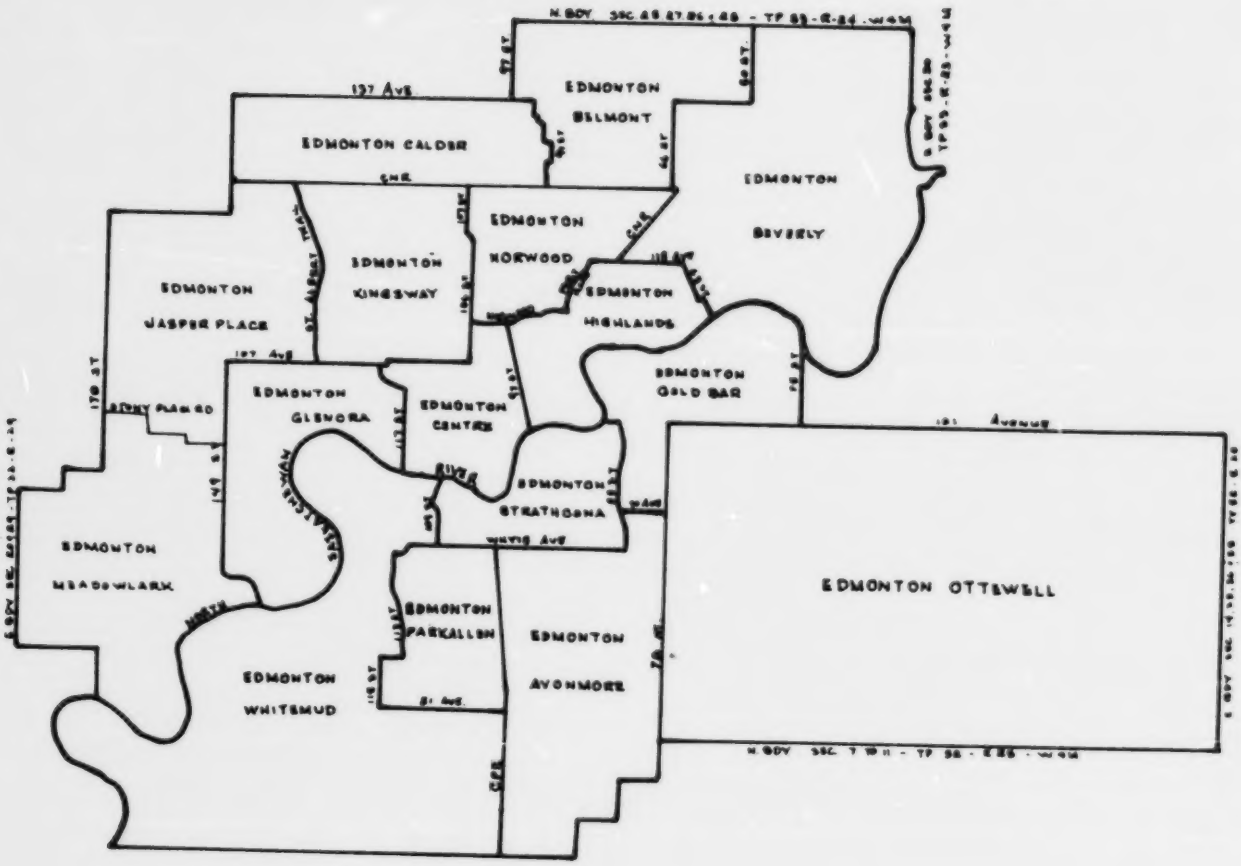
ALBERTA ELECTORAL DIVISIONS
Reproduced from a map held in the Provincial Archives of Alberta



1971 ELECTION
1975 ELECTION

CALGARY ELECTORAL DIVISIONS

Reproduced from a map held in the
Provincial Archives of Alberta



1971 ELECTION
1975 ELECTION

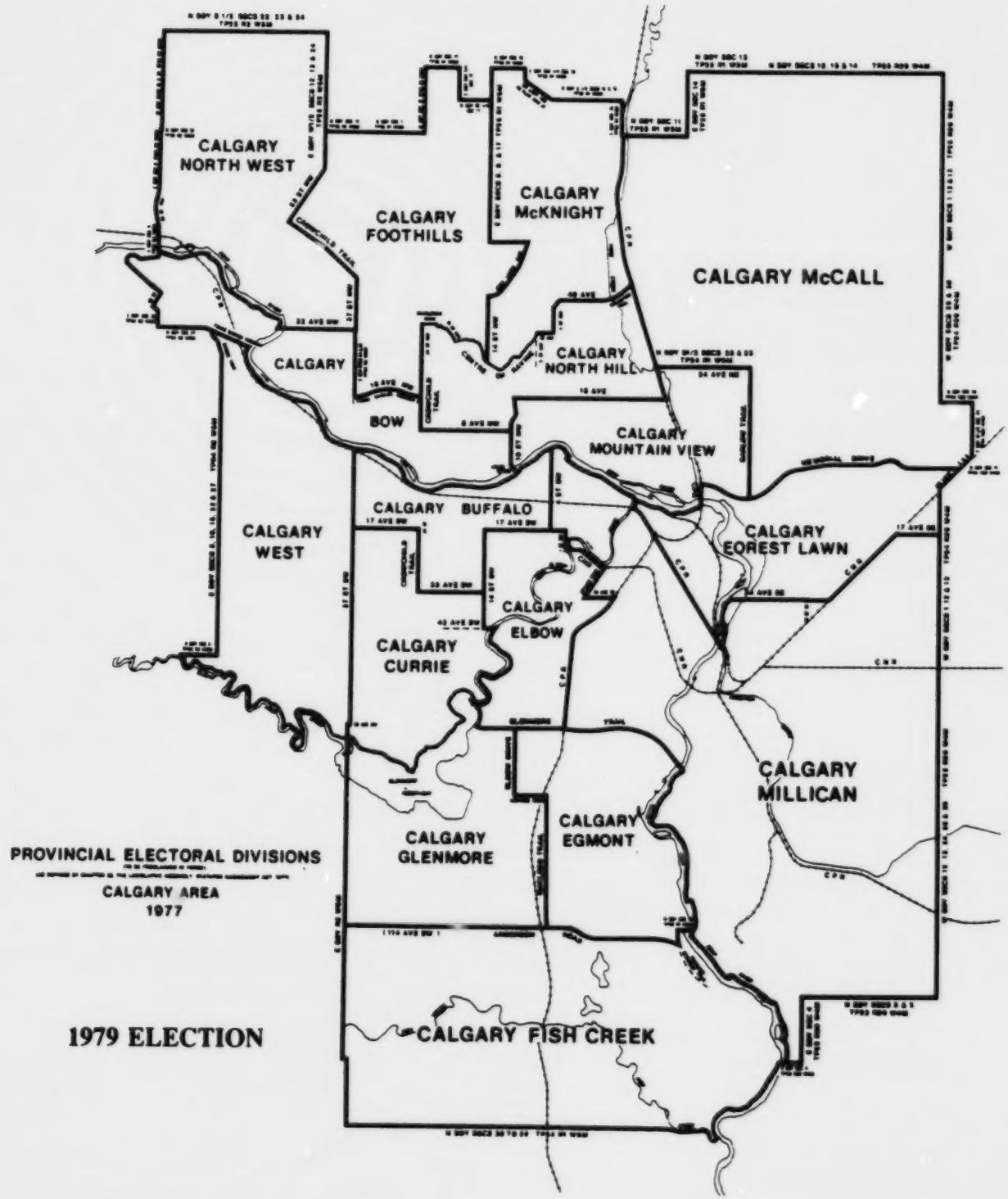
EDMONTON ELECTORAL DIVISIONS

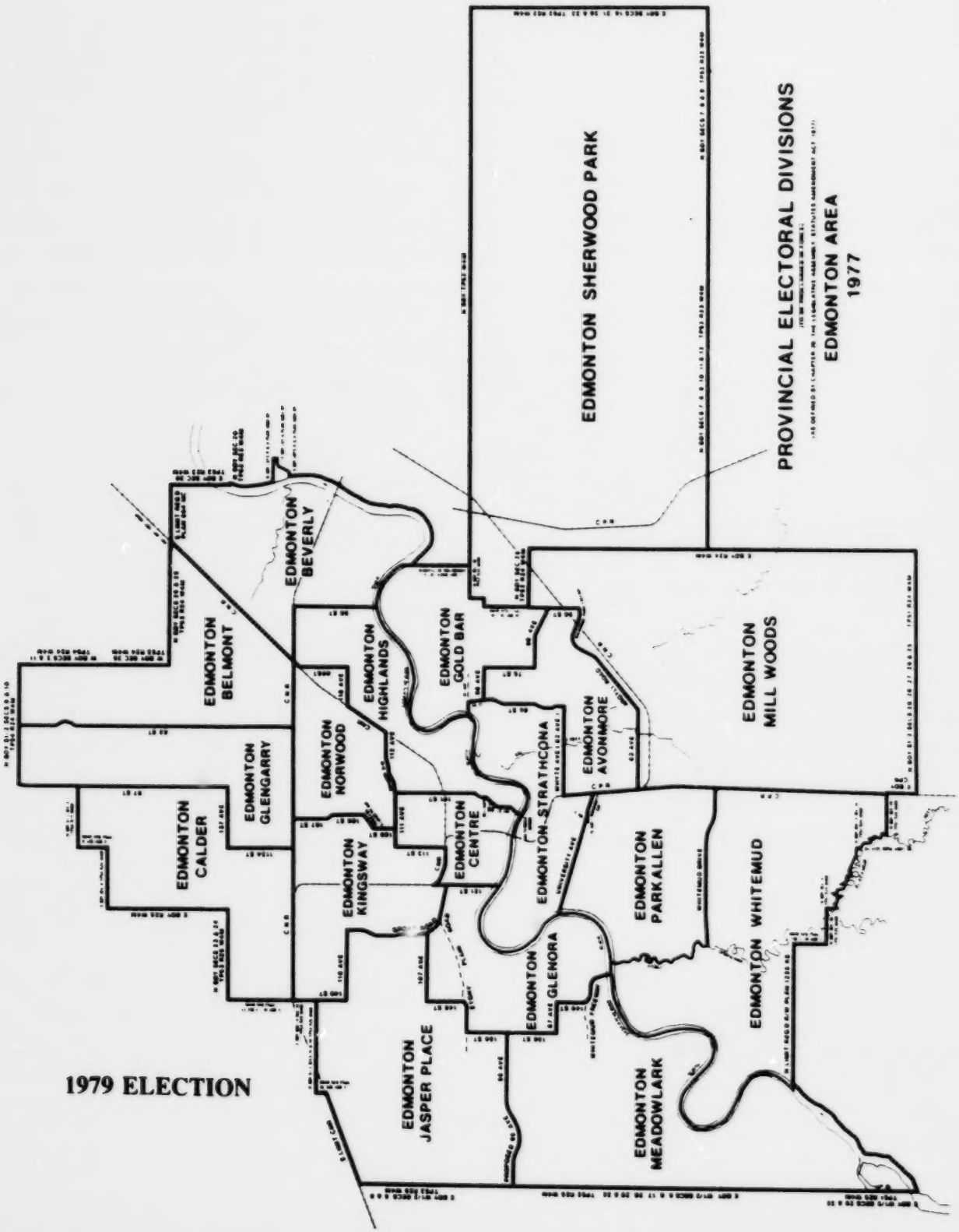
Reproduced from a map held in the
Provincial Archives of Alberta

1979 ELECTION

ALBERTA ELECTORAL DIVISIONS

Reproduced from a map held in the Provincial Archives of Alberta

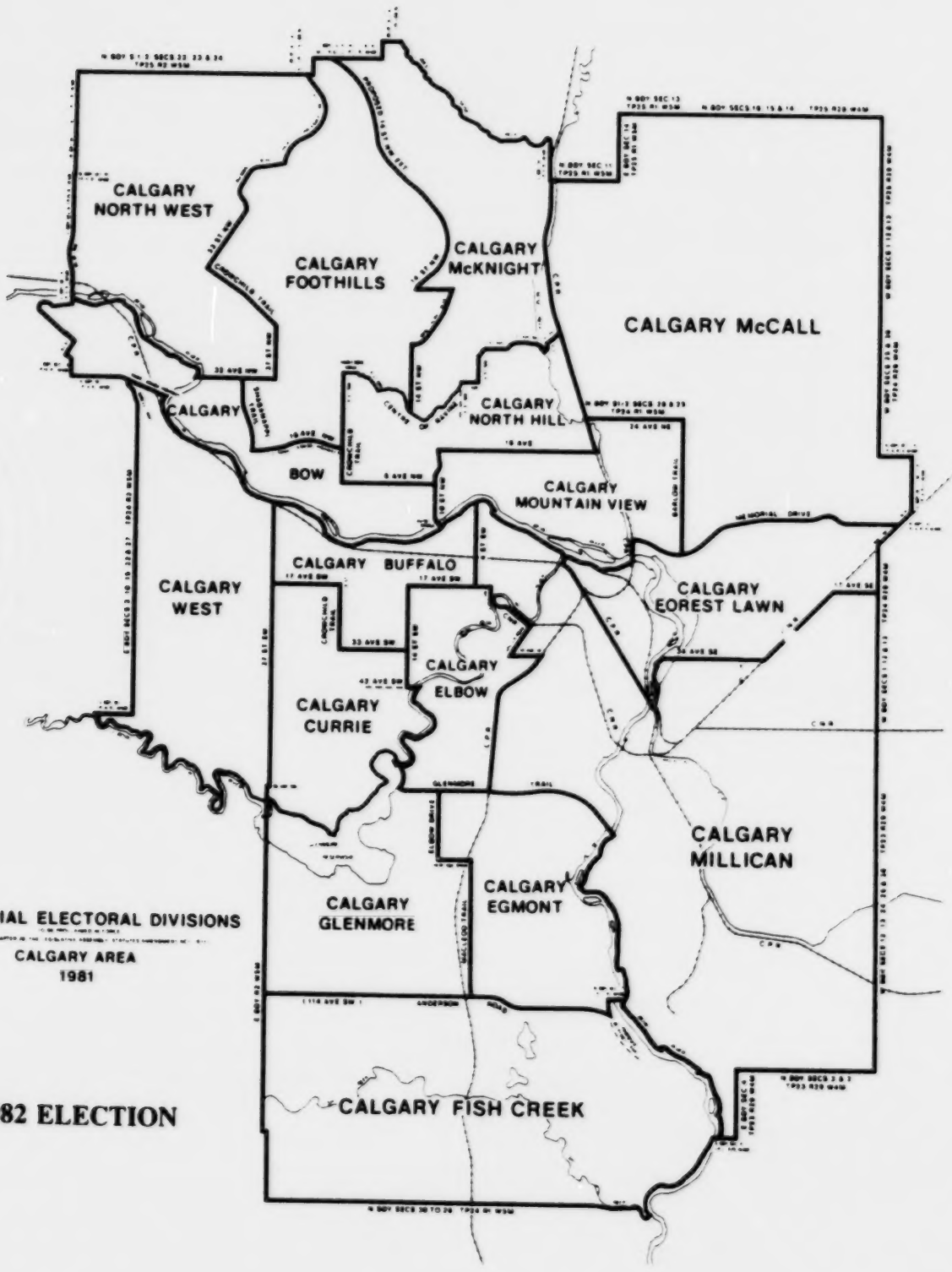

CALGARY NORTH WEST
CALGARY FOOTHILLS
CALGARY McKNIGHT
CALGARY McCALL
CALGARY
CALGARY NORTH HILL
BOW
CALGARY MOUNTAIN VIEW
CALGARY BUFFALO
CALGARY WEST
CALGARY FOREST LAWN
CALGARY ELBOW
CALGARY CURRIE
CALGARY MILLICAN
CALGARY EGMONT
CALGARY GLENMORE
CALGARY FISH CREEK
PROVINCIAL ELECTORAL DIVISIONS
CALGARY AREA
1977
1979 ELECTION


PROVINCIAL ELECTORAL DIVISIONS
EDMONTON AREA
1977
1979 ELECTION
EDMONTON SHERWOOD PARK
EDMONTON BEVERLY
EDMONTON BELMONT
EDMONTON HIGHLANDS
EDMONTON GOLD BAR
EDMONTON MILL WOODS
EDMONTON NORWOOD
EDMONTON AVONMORE
EDMONTON GLENGARRY
EDMONTON STRATHCONA
EDMONTON CALDER
EDMONTON CENTRE
EDMONTON KINGSWAY
EDMONTON PARKALLEN
EDMONTON WHITEMUD
EDMONTON GLENORA
EDMONTON JASPER PLACE
EDMONTON MEADOWLARK

1982 ELECTION

ALBERTA ELECTORAL DIVISIONS

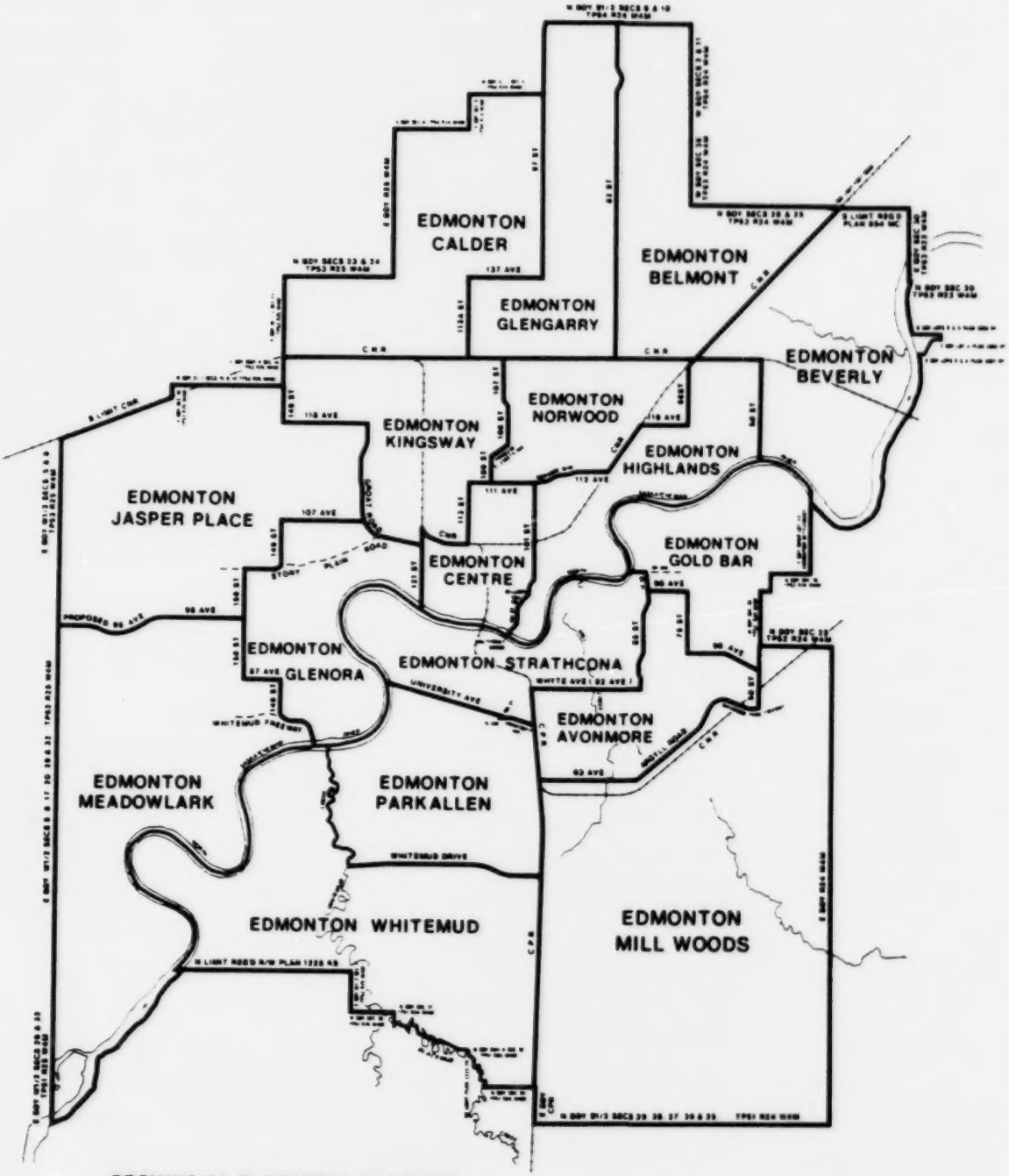
Reproduced from a map held in the Provincial Archives of Alberta



PROVINCIAL ELECTORAL DIVISIONS

CALGARY AREA
1981

1982 ELECTION

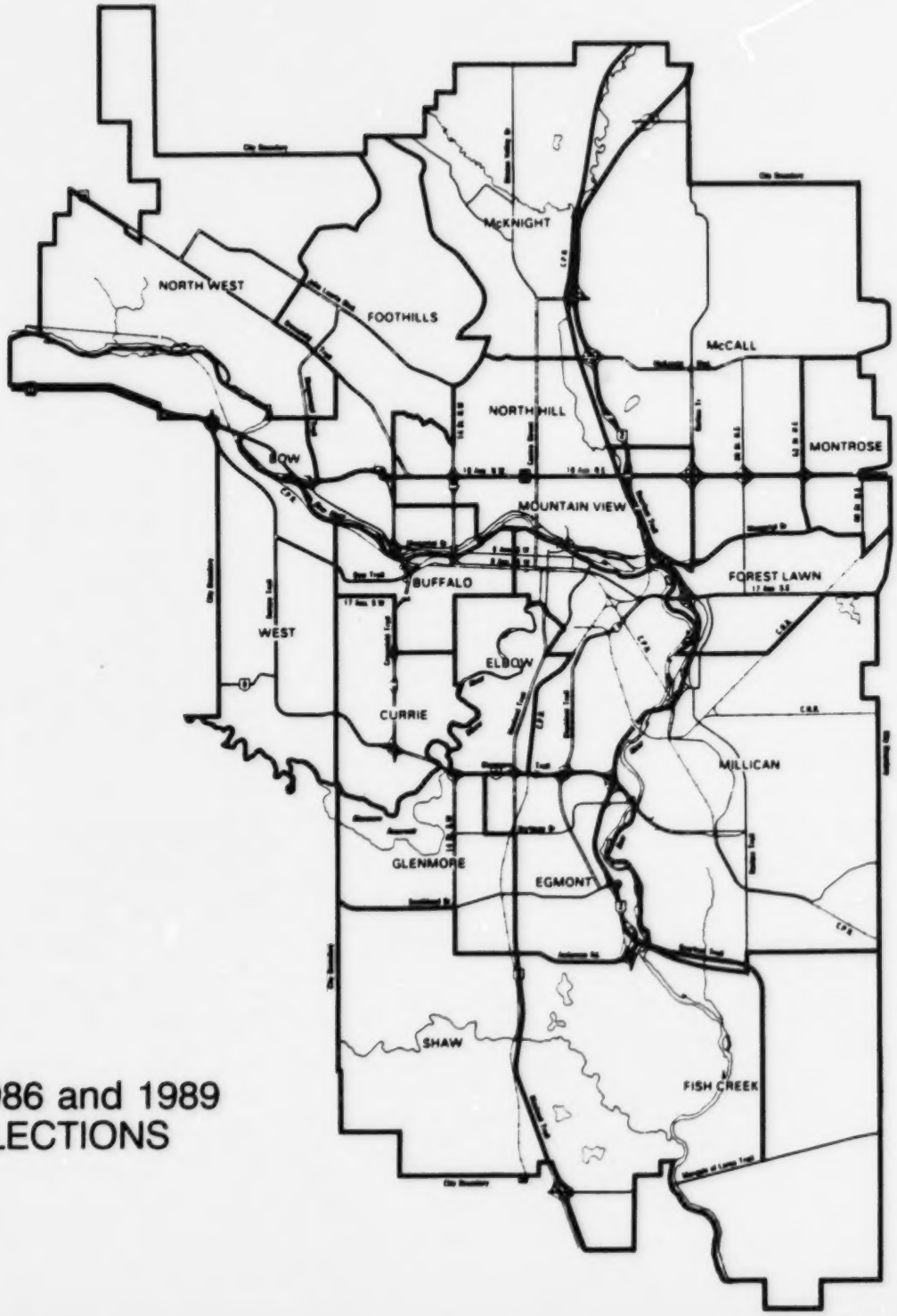


PROVINCIAL ELECTORAL DIVISIONS
EDMONTON AREA
1981

1982 ELECTION

1986 and 1989 ELECTIONS

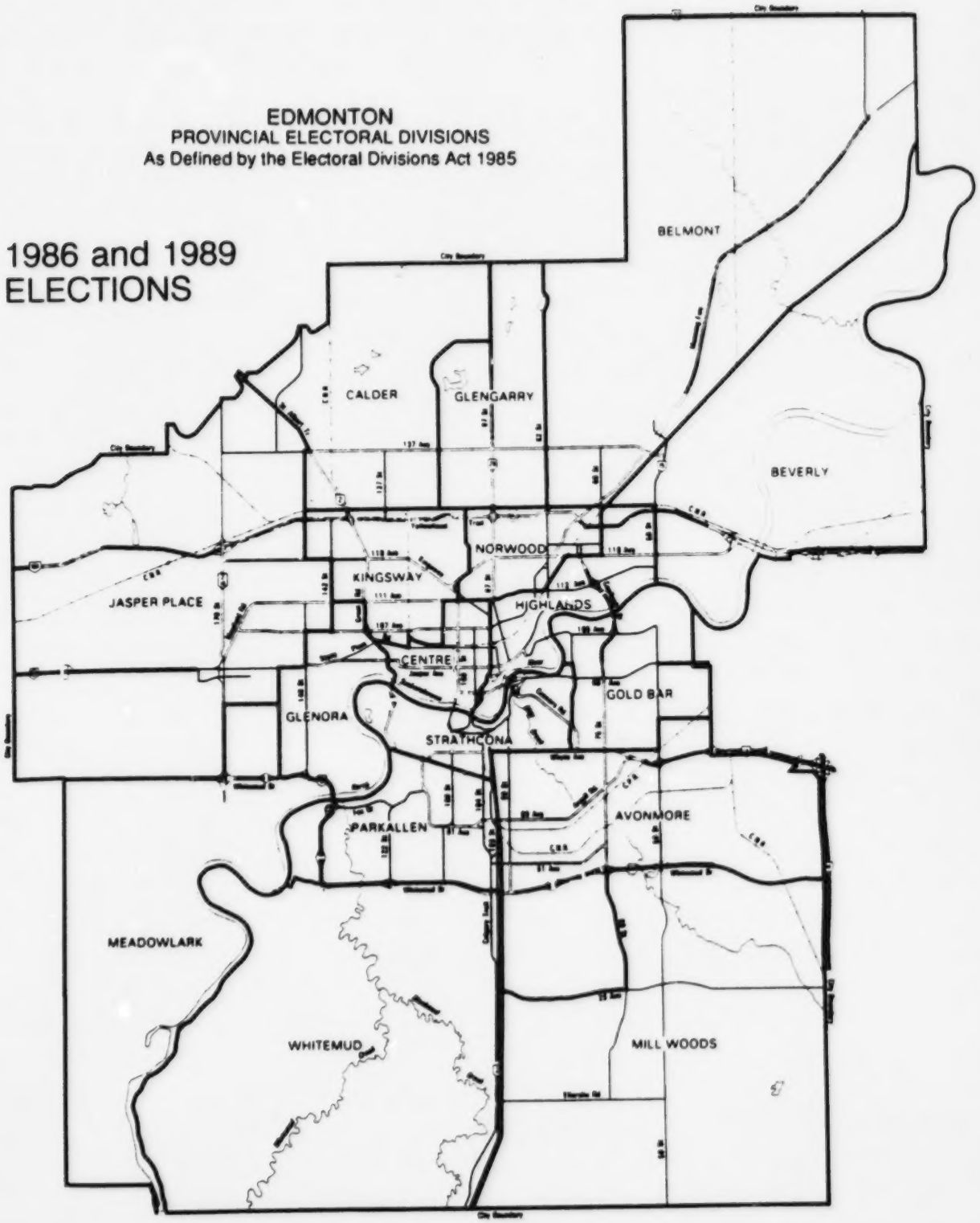
CALGARY
PROVINCIAL ELECTORAL DIVISIONS
As Defined by the Electoral Divisions Act 1985



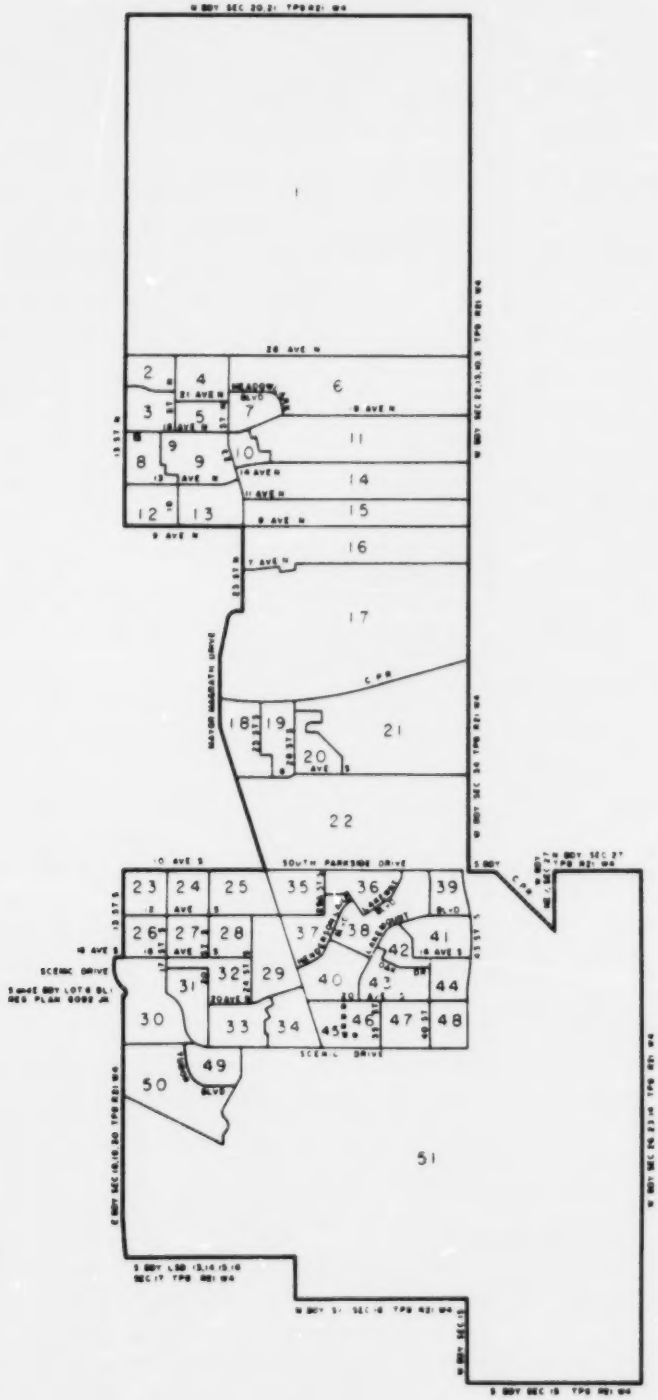
1986 and 1989
ELECTIONS

EDMONTON
PROVINCIAL ELECTORAL DIVISIONS
As Defined by the Electoral Divisions Act 1985

1986 and 1989 ELECTIONS

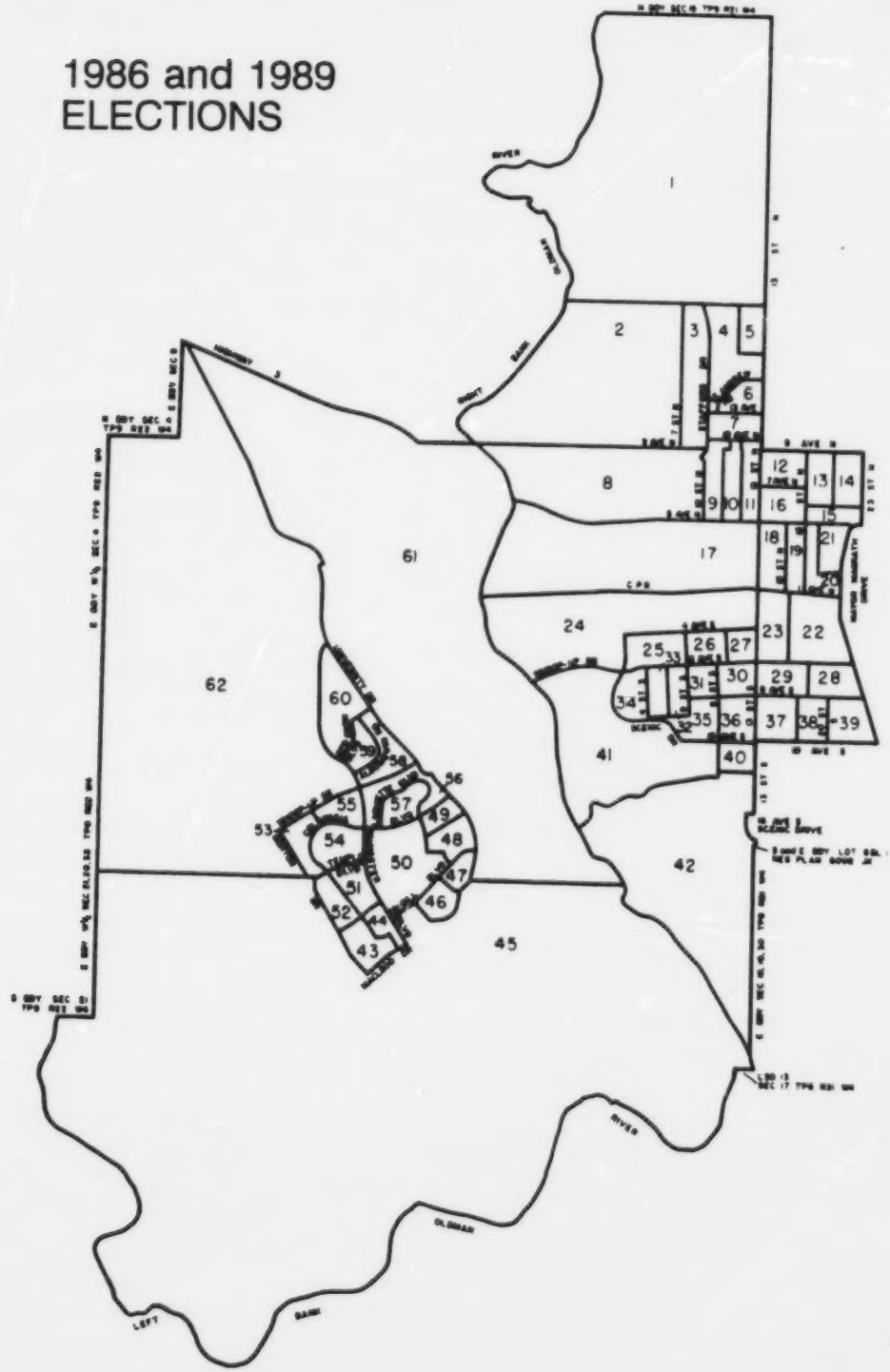


LETHBRIDGE-EAST
PROVINCIAL ELECTORAL DIVISION
As Defined by the Electoral Divisions Act 1985

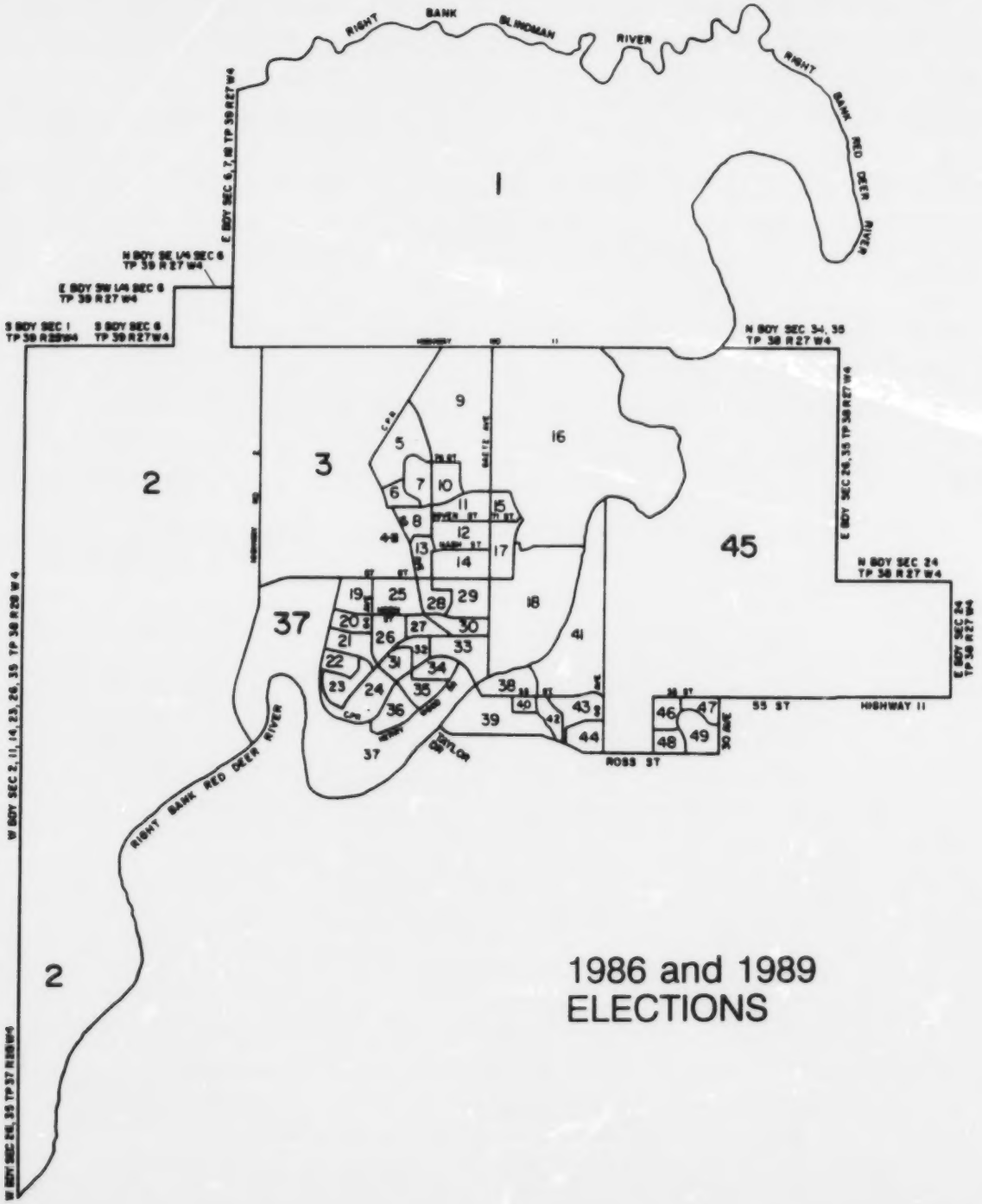


1986 and 1989
ELECTIONS

LETHBRIDGE-WEST
PROVINCIAL ELECTORAL DIVISION
As Defined by the Electoral Divisions Act 1985



RED DEER-NORTH
PROVINCIAL ELECTORAL DIVISION
As Defined by the Electoral Divisions Act 1985



1986 and 1989
ELECTIONS

1986 and 1989 ELECTIONS

RED DEER-SOUTH
PROVINCIAL ELECTORAL DIVISION
As Defined by the Electoral Divisions Act 1985

W BDY SEC 14, 23, 26 TP 37 R 28 W4
RIGHT
BANK
RED
DEER
RIVER
2
1
48
W BDY E 1/2 SEC 19
W BDY SE 1/4
E BDY
SEC 19 TP 37 R 27 W4
N BDY SEC 20, 21, 22, 23, 24 TP 37 R 27 W4
N BDY SEC 19 TP 37 R 27 W4
E BDY SEC 30, 31 TP 37 R 26 W4
E BDY SEC 6, 7, 18 TP 38 R 26 W4
TAYLOR DRIVE
WESTERLY PRODUCTION OF ROSS ST
ROSS STREET
30 AVE
59 ST
HIGHWAY 11

B. Establishment of the Select Special Committee on Electoral Boundaries

In 1989 the Legislature amended the Electoral Boundaries Act to provide for the appointment of a select special committee to review the whole electoral boundary process and recommend an updated basis for the representation of Albertans in the Legislative Assembly.

In August 1989 a motion was passed by the Legislative Assembly appointing the all-party Select Special Committee on Electoral Boundaries to review issues and make recommendations affecting Electoral Boundaries Legislation. The Select Special Committee on Electoral Boundaries was established with the following members, namely;

Bob Bogle, MLA, Taber-Warner (Progressive Conservative), Chairman
Stockwell Day, MLA, Red Deer-North (Progressive Conservative), Vice Chairman
Pam Barrett, MLA, Edmonton-Highlands (New Democrat)
Patricia Black, MLA, Calgary-Foothills (Progressive Conservative)
Frank Bruseker, MLA, Calgary-North West (Liberal)
Mike Cardinal, MLA, Athabasca-Lac La Biche (Progressive Conservative)
Tom Sigurdson, MLA, Edmonton-Belmont (New Democrat)

C. Terms of Reference and Objectives

The Select Special Committee on Electoral Boundaries was given the mandate to consider and make recommendations on the following;

1. the appropriateness of the provisions of the Electoral Boundaries Commission Act,

2. the implications of the Charter of Rights and Freedoms for electoral boundaries and the distribution of constituencies,

3. the composition of the Commission and the process by which it is to carry out its responsibilities,

4. any legislation, legal decisions, and historic and current practises of Alberta or other Canadian jurisdictions relating to the distribution of constituencies and their boundaries,

5. any geographic, demographic and other factors that should be considered in the distribution of constituencies and the determination of their boundaries,

6. the impact of the determination of constituency boundaries on the ability of Members of the Legislative Assembly to fully discharge their duties to their constituents, and

7. any other factors that the committee reasonably considers relevant in the discharge of its duties.

D. Interim Report of the Committee

The committee was scheduled to report during the first sitting of the Second Session of the 22nd Legislature of Alberta. The committee held 29 public hearings in various locations throughout the province between November 2, 1989, and March 6, 1990. After the original 29 public hearings there were requests for 9 additional public hearings in addition to the Wainwright public hearing which was cancelled because of weather conditions and needed to be rescheduled. A motion was passed by the Select Special Committee on Electoral Boundaries on March 12, 1990:

> "Be it resolved that as additional Public Hearings are necessary in the constituencies of Bow Valley, Dunvegan, Drumheller, Rocky Mountain House, St. Albert, Stettler, Westlock-Sturgeon, Wetaskiwin-Leduc, and Whitecourt, as well as Wainwright, where an earlier postponement occurred; and as House responsibilities of the Committee members can not be set aside until the spring sitting is completed, the Chairman will table a report and request an extension of time to deliver the final report in conjunction with this Committee's request for a fall sitting of the Second Session of the 22nd Legislature."

An interim report was submitted, as a series of three recommendations;

1. The Committee recommends authorization to continue its Public Hearings and deliberations beyond the first sitting of the Second Session of the 22nd Legislature, (as directed in the resolution dated 15 August 1989), and to be authorized to report to the Assembly in the second sitting of the Second Session of the 22nd Legislature in 1990.

2. The Committee recommends the Assembly now commit to a second sitting of the Second Session of the 22nd Legislature of Alberta in 1990 to receive the final report of the Committee.

3. The Committee recommends that the Assembly now receive and concur in this report.

On July 4, 1990, the Assembly passed a resolution to accept these resolutions. Subsequently the additional 10 hearings were held in August 1990 and the date for the receipt of written submissions was extended from February 28, 1990, to August 31, 1990. The deliberations resulting in this final report began in September 1990.

III. OVERVIEW

A. Meeting Arrangements

The first meeting of the Select Special Committee was held on August 28, 1989. An office was opened at 403 Legislature Annex under the direction of Bob Pritchard, Senior Administrator, to provide administrative support to the committee. All general meetings and public hearings, except for out-of-province and in-camera segments, were open to the public and recorded by Alberta Hansard. An embargo was placed on Hansard transcripts of deliberation meetings until the final report was completed and released. Full Hansard transcripts, and copies of written submissions are on file in the Legislature Library and available to the public. Minutes will be available on January 15, 1991.

B. Consultants

A number of meetings were held wherein individuals were called on as consultants to the committee. Consultants included lawyers, political scientists, previous Electoral Boundaries Commission chairmen and members, plus other relevant sources. By invitation and with the consensus of the three party leaders, the Chief Electoral Officer for Alberta, Pat Ledgerwood, joined the committee in an ongoing advisory capacity.

September 21, 1989	Hon. Mr. Justice Tevie Miller, Associate Chief Justice
September 22, 1989	John Edmonds, Director, Public Affairs Bureau
October 17, 1989	Betty Ann Cicchino, Accountant Representative, Alberta Government Telephones
October 17, 1989	Bill Gano, Information Systems, Legislative Assembly
October 17, 1989	Doug Lessard, Sales Manager, Alberta Government Telephones
October 17, 1989	Tomislav Milinusic, President, Axion Spatial Imaging
November 1, 1989	Barry Chivers, Barrister, Solicitor
November 28, 1989	Jim D'Andrea, Barrister, Solicitor
November 28, 1989	Valerie Gingras, Barrister, Solicitor
December 11, 1989	Hon. Mr. Justice Russell Dixon
February 9, 1990	Dr. David Elton, Political Scientist
February 9, 1990	Dr. Peter McCormick, Political Scientist
March 7, 15, 19, 1990	Michael Ritter, Parliamentary Counsel
April 2, 1990	Bill Gano, Information Systems, Legislative Assembly
April 2, 1990	Tomislav Milinusic, President, Axion Spatial Imaging
May 24, 1990	Vincent Lammi, Barrister, Solicitor
May 24, 1990	Vaughn Myers, Barrister, Solicitor

C. Public Hearings

To help fulfil the requirements of the committee's mandate a series of public hearings were arranged throughout Alberta. As well, written submissions were solicited. An information letter was drafted explaining the present situation with respect to electoral boundaries and the committee's mandate. This letter was distributed to over 10,000 Albertans by way of mail-outs and handouts to chairmen and members of various boards, agencies, community groups, individuals and groups who made inquiries, and persons who attended meetings and public hearings. As well Members of the Legislative Assembly were provided copies for distribution.

Advertisements were placed in appropriate daily and weekly newspapers and radio announcements were made in advance of each public hearing.

The committee held 39 Public Hearings in 30 locations: Barrhead, Brooks, Calgary, Cardston, Donnelly, Edmonton, Edson, Fort McMurray, Grande Prairie, Hanna, High Level, Lethbridge, Mayerthorpe, Medicine Hat, Peace River, Pincher Creek, Red Deer, Rockyford, Rocky Mountain House, Rycroft, St. Albert, St. Paul, Slave Lake, Stettler, Viking, Vulcan, Wainwright, Waskatenau, Westlock and Wetaskiwin (see map on page 43).

There were 5 public hearings in Calgary, 4 in Edmonton, 2 in both Red Deer and Hanna, and 1 in all other locations. Seven hundred and eighty Albertans attended the hearings with 340 persons making a total of 299 presentations to the committee. In addition 221 written submissions were received by mail as of August 31, 1990 (see map on page 44).

Following are the dates and locations of Public Hearings:

	Date	Location of Hearing
1.	November 2, 1989	High Level
2.	November 2, 1989	Peace River
3.	November 3, 1989	Grande Prairie
4.	November 15, 1989	Edmonton
5.	November 16, 1989	Edson
6.	November 16, 1989	Edmonton
7.	November 17, 1989	Edmonton
8.	November 27, 1989	Calgary
9.	November 28, 1989 (afternoon)	Calgary
10.	November 28, 1989 (evening)	Calgary
11.	December 11, 1989	Vulcan
12.	December 11, 1989	Calgary
13.	December 12, 1989	Medicine Hat
14.	February 5, 1990	Red Deer
15.	February 6, 1990	Hanna
16.	February 8, 1990	Cardston
17.	February 8, 1990	Lethbridge
18.	February 9, 1990	Pincher Creek
19.	February 12, 1990	Slave Lake

20.	February 12, 1990	Ft. McMurray
21.	February 13, 1990	St. Paul
22.	February 13, 1990	Viking
23.	February 14, 1990	Donnelly
24.	February 22, 1990	Red Deer
25.	February 26, 1990	Edmonton
26.	March 5, 1990	Calgary
27.	March 5, 1990	Hanna
28.	March 6, 1990	Barrhead
29.	March 6, 1990	Waskatenau
30.	August 14, 1990	Rycroft
31.	August 16, 1990	Westlock
32.	August 16, 1990	St. Albert
33.	August 17, 1990	Mayerthorpe
34.	August 20, 1990	Wetaskiwin
35.	August 21, 1990	Rocky Mountain House
36.	August 21, 1990	Stettler
37.	August 23, 1990	Brooks
38.	August 23, 1990	Rockyford
39.	August 24, 1990	Wainwright

D. Meetings with Organizations

Various members of the committee met with a number of provincial organizations to distribute information regarding the role of the Select Special Committee on Electoral Boundaries and to report on the current statutes of electoral boundaries legislation in Alberta.

Alberta Association of Municipal Districts and Counties

October 26, 1989 - Executive Meeting, Edmonton
November 14, 1989 - General Meeting, Edmonton

Alberta School Trustees Association

November 17, 1989 - Executive Meeting, Calgary
November 29, 1989 - Convention Meeting, Calgary

Alberta Urban Municipalities Association

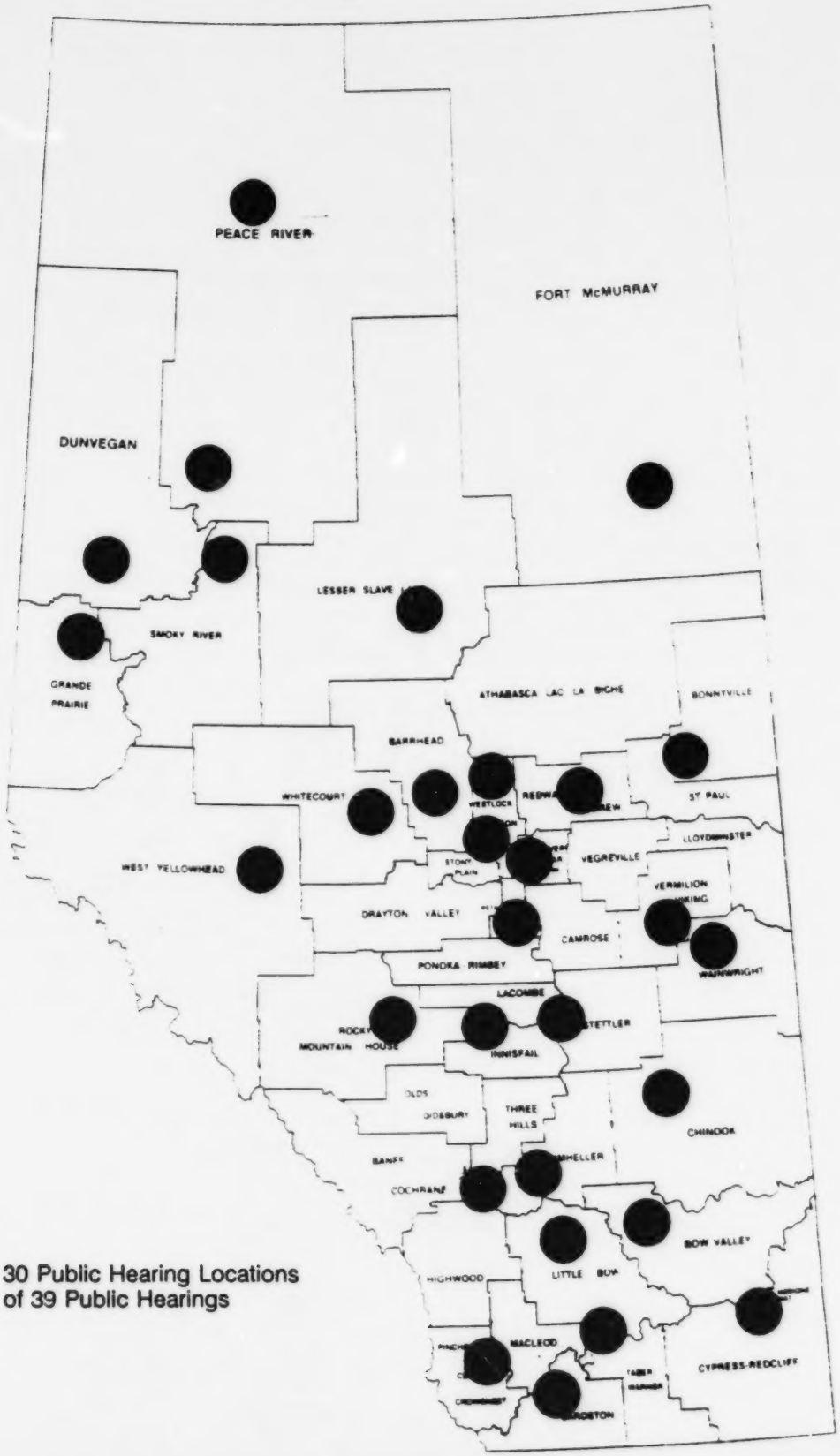
October 27, 1989 - Executive Meeting, Edmonton
November 23, 1989 - Convention Meeting, Edmonton

Alberta Hospitals Association

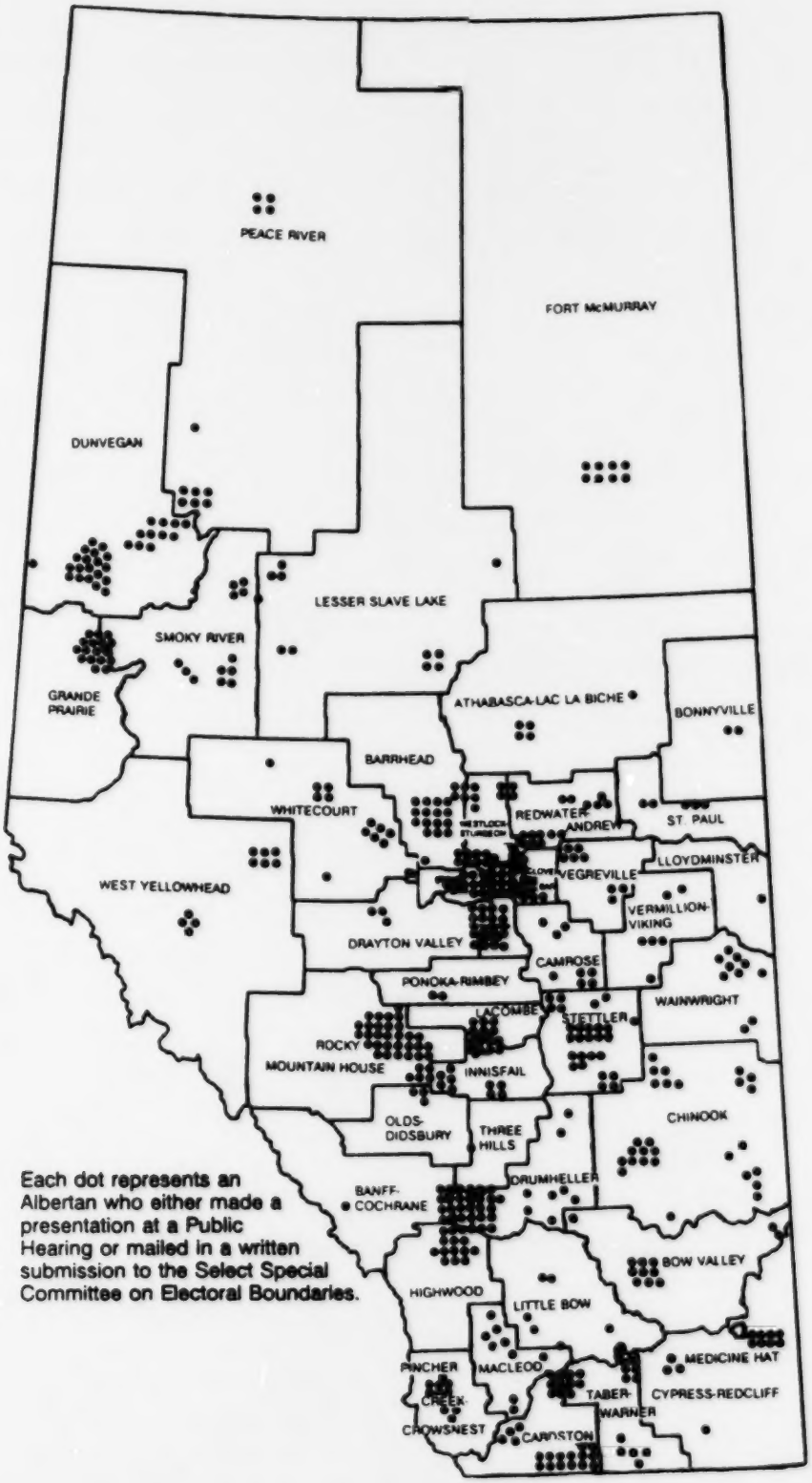
November 23, 1989 - Executive Meeting, Edmonton

Improvement Districts Association

November 7, 1989 - Executive Meeting, Edmonton
November 20, 1989 - Convention Meeting, Jasper



30 Public Hearing Locations
of 39 Public Hearings


PEACE RIVER
FORT McMURRAY
DUNVEGAN
LESSER SLAVE LAKE
SMOKY RIVER
GRANDE PRAIRIE
ATHABASCA-LAC LA BICHE
BONNYVILLE
BARRHEAD
WHITECOURT
REDWATER
ANDREW
ST. PAUL
VEGREVILLE
LLOYDMINSTER
WEST YELLOWHEAD
VERMILLION-VIKING
DRAYTON VALLEY
CAMROSE
PONOKA-RIMBEY
WAINWRIGHT
LACOMBE
STETTLER
ROCKY MOUNTAIN HOUSE
INNISFAIL
CHINOOK
OLDS-DIDSBURY
THREE HILLS
DRUMHELLER
BANFF-COCHRANE
BOW VALLEY
HIGHWOOD
LITTLE BOW
MEDICINE HAT
PINCHER CREEK
MACLEOD
TABER-WARNER
CYPRESS-REDCLIFF
CROWSNEST
CARDSTON
Each dot represents an Albertan who either made a presentation at a Public Hearing or mailed in a written submission to the Select Special Committee on Electoral Boundaries.

E. Out-of-Province Review

As background to help fulfill the committee's mandate to review other jurisdictions, committee members travelled to Victoria, British Columbia; Winnipeg, Manitoba; and Regina, Saskatchewan. Members met with various officials to learn of their respective province's experience in the area of electoral boundaries legislation.

The committee appreciates the assistance provided by the following:

October 5, 1989 Winnipeg, Manitoba;

Richard Balashko, Deputy Chief Electoral Officer
Jay Cowan, M.L.A. Churchill (retired)
Elijah Harper, M.L.A. Rupertsland

October 6, 1989 Regina, Saskatchewan;

Hon. Edward M. Culliton, C.C., Q.C. Retired Chief Justice of Saskatchewan
Keith Lampard, Chief Electoral Officer

November 24, 1989 Victoria, British Columbia;

Larry Chalmers, MLA Okanagan South; Chairman Select Standing Committee on Labour, Justice and Intergovernmental Relations
Harry Goldberg, Chief Electoral Officer
Clifford Watt, Chief Legislative Counsel
Don Duffy, Surveyor-General
Craig James, Clerk of Committees

As well, comparative data were gathered from 10 provinces as well as the Yukon, Northwest Territories and federal jurisdictions (see charts I - VII on pages 46 to 55).

Comparisons Between Jurisdictions

Chart I: Commission by Number of Seats, Enumeration or Population

Electoral Boundary Commission	Number of Seats	Enumeration or Population	Last Commission
Canada	295	Population	1987
Ontario	130	Population	1986
Quebec	122-125	Enumeration	1988
Alberta (current)	**83**	**Enumeration**	**1984**
British Columbia	75	Population	1989
Saskatchewan	66	Enumeration	1988
New Brunswick	58	Used Municipal/County lines to split dual member ridings	1974
Manitoba	57	Population	1988
Nova Scotia	52	Population	1981
Newfoundland	51	Population	1983
Prince Edward Island	32	Used Municipal/County boundaries	1963
Northwest Territories	24	"Special Considerations" Population plus variations ie. Yellowknife/settlements etc. designated seats	1983
Yukon	16	"Special Considerations" Population plus variations	1984

Comparisons Between Jurisdictions

Chart II: Commission by Number of Members and Chairman Requirements

Electoral Boundaries Commission	Number of Members of Commission	Requirement for Position of Chairman
Alberta (current)	**seven**	**Judge or retired Judge**
New Brunswick	five	Vice Chairman New Brunswick Telephones
Nova Scotia	five	Chief Justice
Prince Edward Island	five	Chief Justice
British Columbia	three	Judge
Canada	three	Judge
Manitoba	three	Chief Justice
Newfoundland	three	Judge or other appointed position such as Chief Electoral Officer
Northwest Territories	three	Judge
Ontario	three	Judge
Quebec	three	Chief Electoral Officer
Saskatchewan	three	Sr. Judge or retired
Yukon	three	Judge

Comparison Between Jurisdictions

Chart III: Membership of Commissions

Electoral Boundaries Commission	Membership of Commission
Alberta (current)	**-Chairman: Judge or retired Judge** **-one person not a member of Legislature nor government employee** **-three government Members of the Legislative Assembly** **-one Member of Legislative Assembly nominated by the Leader of the Opposition** **-Chief Electoral Officer**
Canada	-Chairman: Judge -two Judges
British Columbia	-Chairman: Judge -Chief Electoral Officer -one person not a Member of the Legislative Assembly
Manitoba	-Chairman: Chief Justice -Chief Electoral Officer -President of the University of Manitoba
New Brunswick	-Chairman: Vice-Chairman New Brunswick Telephones -appointed by Premier
Newfoundland	-Chairman: Judge or other appointed position such as Chief Electoral Officer -appointed by the Speaker of the Legislative Assembly -cannot be a Member of the Legislative Assembly
Nova Scotia	-Chairman: Chief Justice -appointed by the Legislative Assembly -cannot be a Member of the Legislative Assembly
Ontario	-Chairman: Judge -Chief Electoral Officer -Professor
Prince Edward Island	-Chairman: Chief Justice -appointed by the Legislative Assembly
Quebec	-Chairman: Chief Electoral Officer -two citizens appointed by the National Assembly

Comparison Between Jurisdictions

Chart III: Membership of Commissions (continued)

Electoral Boundaries Commission	Membership of Commission
Saskatchewan	-Chairman: Senior Judge or retired -Chief Electoral Officer -Judge of Provincial Court
Northwest Territories	-Chairman: Judge -Inuit person -citizen (lawyer)
Yukon	-Chairman: Judge -Chief Electoral Officer/Clerk of the Legislative Assembly -Lay person

Comparison Between Jurisdictions

Chart IV: Commission by Guidelines for Boundary Distribution

Electoral Boundary Commission	General Guidelines for Boundary Distribution
Alberta (current)	**+or- 25% urban, rural voter population as close as possible Commission to endeavour to avoid establishing proposed rural electoral divisions which increase present size. Consider: community or diversity of interests, communication, physical features, sparsity and density of population and other similar and relevant factors.**
Canada	+or- 25% except Northwest Territories, Prince Edward Island, Yukon Must stay close to the mean but can deviate due to: special geographic considerations including sparsity and density of population, accessibility, size, shape, and community or diversity of interests.
British Columbia	+or- 25% Deviation beyond +or- 25% in "very special circumstances" which are not outlined. To deviate from the mean they consider geography, demography, history, and community of interests.
Manitoba	+or- 10% south of 53rd parallel +or- 25% north of 53rd parallel This is the absolute maximum and to vary from the mean they consider: sparsity & density of population, relative rate of growth, accessibility, size, shape and any special diversity or community of interests.
New Brunswick	Used Municipal/County lines to split dual member ridings.
Newfoundland	+or- 25% except Labrador, absolute variation If variance from mean to occur, they consider: sparsity, density, relative rate of growth, accessibility, and size or shape, community or diversity of interests.
Nova Scotia	Determined by each Commission. Variance allowed has been +or- 33%.
Ontario	+or- 25% except in "special circumstances". At least 15 districts are required in Northern Ontario. They consider: community or diversity of interest, means of communication, topographical features, population trends, urban/rural conditions and requirements, municipal and ward boundaries, existing and traditional electoral district boundaries, and special geographic considerations.

Comparison Between Jurisdictions

Chart IV: Commission by Guidelines for Boundary Distribution (continued)

Electoral Boundary Commission	General Guidelines for Boundary Distribution
Prince Edward Island	No legislation
Quebec	+or- 25% They consider: population density, growth or contraction, accessibility, surface, configuration of region, natural boundaries and limits of Municipalities. There were 11 of 125 over the maximum +25% justified using above criteria plus desire to not add seats.
Saskatchewan	+or- 25% (+or- 50% for constituencies north of the "Dividing Line") These are maximums but to vary from mean they consider: sparsity, density, or population growth rate,size, means of communication, community or diversity of interests and all other similar or relevant factors.
Northwest Territories	Commission to consider geography, demography, sparsity, density, rate of growth, accessibility, and community or diversity of interests.
Yukon	Commission to consider: geography, density and relative rate of growth of population, accessibility, size, any special community or diversity of interests, communication, transportation and all other similar relevant factors.

Comparison Between Jurisdictions

Chart V: Exceptions to General Guidelines for Boundary Distribution

Jurisdiction	Division Name or Description	Number of Seats	Special Considerations
Canada	Northwest Territories	2	Population is eliminated as a criterion for determining boundaries and replaced by ease of transportation, geographic size and shape of electoral districts and community or diversity of interests.
	Yukon	1	Guaranteed 1 electoral division regardless of population.
	Prince Edward Island	4	Guaranteed under the Constitution Act no fewer Members of Parliament than Senators
Ontario	northern	15	Community or diversity of interest, means of communication, topographical features, population trends, municipal boundaries and traditional boundaries. Population is not a factor.
Quebec	Iles-de-la Madelaine	1	Special geographic features.
Nova Scotia			No noted exceptions
New Brunswick			No noted exceptions
Manitoba	north of 53rd parallel	4	Electoral districts south of 53rd parallel have 10% variance, those north may vary up to 25%. Other considerations include sparsity and density of population and community of interest
British Columbia			Special considerations to be used in future distributions are: geography, demography, history and community of interests. May exceed 25% deviation where special circumstances exist.
Prince Edward Island			no legislation in place

Comparison Between Jurisdictions

Chart V: Exceptions to General Guidelines for Boundary Distribution (continued)

Jurisdiction	Division Name or Description	Number of Seats	Special Considerations
Saskatchewan	north	2	Provides for a minimum of 2 northern ridings allowing a variance of 50%. Special considerations include sparsity or density of population, special geographic features and community of diversity of interest.
Alberta			**Currently undergoing boundary review. Current legislation provides special considerations for variance such as: sparsity, density, and rate of population growth, accessibility of region, and size or shape thereof.**
Newfoundland	Labrador	4	Minimum of 4 seats guaranteed to Labrador where a variance of more than 25% is allowed. Special considerations are sparsity, density, relative rate of growth, accessibility and size or shape, community or diversity of interests.
Yukon	Old Crow	1	Old Crow to be protected to avert significant demographic changes.
Northwest Territories			Special considerations in place include sparsity, density and rate of population growth; accessibility of a region; size and shape of a region, and community of interests.

Comparison Between Jurisdictions

Chart VI: Commission by Redistribution Occurrence

Electoral Boundaries Commission	Redistribution Occurrence	Date First Used in a General Election
Quebec	-after each general election	1988
Alberta (current)	**-after every 2nd election**	**1986**
British Columbia	-after every 2nd election	1990
Saskatchewan	-after every 2nd general election	1989
Yukon	-every 8 years	1984
Canada	-every 10 years	1988
Manitoba	-every 10 years	1988
Newfoundland	-every 10 years	1984
Ontario	-every 10 years	1987
New Brunswick	-no set period	1974
Northwest Territories	-when Commissioner establishes a commission	1983
Nova Scotia	-no legislation	1981
Prince Edward Island	-no legislation	1966

Comparison Between Jurisdictions

Chart VII: Commission by Number of Constituencies and Population per Constituency

Electoral Boundaries Commission	Population (1986 Census)	Number of Constituencies	Average Population per Constituency
Canada	25,309,331	295	85,795
Ontario	9,114,000	130	70,107
Quebec	6,540,000	125	52,320
British Columbia	2,889,000	75	38,520
Alberta (current)	**2,365,825**	**83**	**28,504**
Manitoba	1,071,000	57	18,789
Nova Scotia	873,000	52	16,788
Saskatchewan	1,010,000	66	15,303
New Brunswick	710,000	58	12,241
Newfoundland	568,000	51	11,137
Prince Edward Island	127,000	32	3,968
Northwest Territories	52,000	24	2,166
Yukon	24,000	16	1,500

F. Legal Overview

The redistribution challenge must be constitutionally sound and demographically responsible to all Albertans.

In addressing the question of redistribution and electoral boundary changes, the committee had to come to terms with differing points of view and opinions which were clearly expressed in the public forums and in the written submissions.

Two recurring themes repeatedly came to the fore through the wide ranges of topics brought forward by Albertans. The first was that the committee would give direction to the commission to approach redistribution with the aim of "one person, one vote" being the overriding principle. This would mean targeting each constituency as closely as possible to a population variance of zero from the provincial average.

The second recurring theme took the opposing view: that there could be a wide degree of variance from one constituency to another using a variety of factors to justify constituency differences of population.

It was the decision of the committee members that they did not have the luxury of arbitrarily or subjectively resolving this difference of views. Rather, the committee was cognizant of the fact that any direction which would be given by it to an Electoral Boundaries Commission through a report and subsequent legislation must be first and foremost founded securely on constitutional integrity, correctness, and soundness. For this reason, the committee was clearly guided by the principles enshrined in the 1989 B.C. Supreme Court judgment of the Honourable Chief Justice McLachlin in the case of **Dixon v. the Attorney General of British Columbia [1989] 4 W.W.R. 393.**

In this case, the petitioner, John Dixon, sought an order declaring invalid the B.C. legislation establishing provincial electoral districts on the grounds that it violated the guarantees of the Canadian Charter of Rights and Freedoms.

At issue in the B.C. situation was the large degree of variance in population between constituencies. This variance was as much as 150% in certain cases. Though the rate of variance in Alberta was not as extreme, it was nevertheless the opinion of the committee that Alberta's legislation in this matter must clearly reflect the constitutional and Charter realities brought forth by Chief Justice McLachlin, and must not offend them.

The questions facing the committee were the same questions clearly enunciated in Dixon **(at page 402), namely "... is the equality of voting power absolute or relative? If it is not absolute, what limits are there on deviation from parity of voting power?"**

As the committee analyzed the various arguments brought forward in Alberta on the question of variance, it realized that the Charter itself could not be interpreted in isolation but only using acceptable constitutional precedents and practice. In essence, the committee accepted the view of the Supreme Court of Canada in A.U.P.E. v. A.G. of Alberta [1987] 3 W.W.R. 577, at 636,as cited in Dixon **(at page 404) that "... the Charter should not be regarded as an empty vessel to be filled with whatever meaning we might choose ... the interpretation of the Charter is constrained by the ... history, traditions, and underlying philosophies of our society..."** The committee was bound by the realization expressed in Dixon **(at page 405) that the guarantees of Section 3 of the Charter (the right to vote) and Section 15 (Equality rights)"... can only be understood in the context of an historical consideration of what the right to vote has meant in Canadian society... and can only be determined against the backdrop of the development of Canadian democratic rights...".**

With these legal realities the committee faced the same questions which faced Chief Justice McLachlin in Dixon **(at page 405), namely "... is absolute equality required?" and if this question is answered in the negative then "... [what is] the extent of permissable deviation from the ideal of equal representation... ".**

Canadian history, both pre and post Confederation clearly reflects a fundamental recognition of representation by population and the recognition of the importance of equality of voting power. The committee also realized that the concept of "one person, one vote" in its present sense is a reflection of American jurisprudence and history and does not reflect the Canadian historic development of legal principle on this point. Those who argue for "one person, one vote" (and therefore absolute equality of voting power without variance) are only taking into account American history and are overlooking important constitutional differences between the two systems. It must be remembered that the U.S. system both federally and at the state level handles regional population differences using a bicameral (two-house) system. The problem of regional differences of population at the U.S. congressional level is balanced by regional representation in the elected Senate. This problem is handled in a similar fashion at the state level. (On this point it is worthy of note that even given a bicameral system at the state level we still see total U.S. variances from absolute equality by as much as over 16% being allowed to stand without federal intervention).

The Canadian system does not have the ability to deal with the problem of regional population differences. It is for that reason that Albertans strongly endorse the concept of regional representation at the federal level through an equal and elected Senate system. (Some have even suggested this system at the provincial level as the only way to deal with the dilemma of absolute equality versus regional representation.) The concept of "one person, one vote" therefore is not consistent with Canadian law or history and is based on the American model which has a means of addressing regional disparity at both the federal and state levels.

Chief Justice McLachlin's expressions of Canadian constitutional and Charter realities on this point are helpful. **When she observes (at page 407) that though "... the notion of equality is inherent in the Canadian concept of voting rights..." the petitioner (Dixon) "... relies on the American jurisprudence...". Chief Justice McLachlin then goes on to state (at page 408) "... it would be simplistic and wrong to infer, without more, that the Canadian concept of democracy dictates the same result. It is vital to recognize that it is Canadian, not American, constitutional history, values and philosophy which must guide this Court."**

In this light, the committee felt that promoting an American concept as a resolution for the Alberta situation would be constitutionally in error as it **"would do our own Constitution a disservice to simply allow the American debate to define the issue for us, all the while ignoring the truly fundamental structural differences between the two Constitutions..."(Dixon, at page 409).**

Chief Justice McLachlin goes on to detail in precise language the manner in which the Charter and constitutional questions must be framed. The committee takes guidance from her on the following points of law:

1. "Democracy in Canada is rooted in a different history... a tradition which even in its more modern phases accommodates significant deviations from the ideals of equal representation..." (N.B. Underlining is added to original quotations)(page 409).

2. "Its origins lie not in the debates of the founding [U.S.] fathers, but in the less absolute recesses of the British tradition..."(page 409).

3. "... While population was an important factor in drawing electoral boundaries, weight must also be given to other factors ... ... while the principle of representation by population may be said to lie at the heart of electoral apportionment in Canada, it has from the beginning been tempered by other factors..." (page 410).

4. On the matter of absolute voter parity embraced by the American courts the committee must abide by the Canadian constitutional realities as stated in Dixon (at page 411)."... The historical and philosophical conditions which permit such a view in the United States is lacking in this country where it has been recognized from 1867 to the present that the ideal of equal voting power must be modified by other factors."

5. The committee is also compelled to allow regional differences to impact its deliberations in light of the fact that "... the only provision in the Constitution Act 1982 dealing with electoral appointment places [Section 42(1)(a)] regional considerations over strict 'rep by pop'..."(page 412).

6. In assessing the demands of some that Alberta electoral legislation must require absolute equality, or at least must target to absolute equality, the committee again is bound to accept the demands of the Charter and not the demands of those wishing to impose their own arbitrary views. **The committee is directed by Chief Justice McLachlin's clear ruling in Dixon (page 413). "For these reasons I reject the petitioner's submission that Section 3 of the Charter requires absolute – or as near as practicable to absolute - equality within electoral districts" (emphasis added).**

Having dealt with the question of "Absolute Equality" or even "As near as practicable to absolute equality" the committee then had to move on to look at the next question of "The Extent of Deviation from Equal Voting Power Permissable under Section 3 of the Charter". As already stated, though the rate of electoral variance in Alberta was not nearly as drastic and extreme as the variances which brought the B.C. distribution into a legal challenge, the committee still felt compelled by constitutional realities to be guided by court rulings to give an Alberta commission the guidelines to bring Alberta electoral distributions to a form consistent with the decision in Dixon.

The right of a provincial Legislature to determine the amount of deviation is clearly pointed out in Dixon. In determining the rate of variance a Legislature must "./.. act in accordance with such legal principles as may be found to be inherent in the Charter guarantee of the right to vote..." (page 413).

The committee studied the other Canadian jurisdictions to evaluate how each province (and the federal government) dealt with the question of degree of variance. (See Appendix for detailed breakdown). It was noted that the majority of provinces and the federal government used a guideline of 25% plus or minus from the mean and also included a provision for a small number of exceptions in each jurisdiction which allowed for a variance of greater than 25%. As an example, Ontario has a provision which allows for more than 10% of its constituencies to exceed the accepted 25% plus or minus, allowing in some cases a variance close to 60%. These exceptions were based on such factors as geography, topographical considerations,

municipal and ward boundaries, etc. It is noteworthy that these deviations were not challenged even post-Dixon and were in place and accepted in the recent Ontario election.

Even given the examples of the majority of other Canadian jurisdictions (the federal government also uses a plus/minus 25% with a Northwest Territories exemption of 50%) the committee felt compelled to continue to be guided by Dixon, which is the most recent court ruling where Chief Justice McLachlin stated (at page 414) "... because equality of voting power is so important, it is appropriate to set limits beyond which it cannot be eroded ... such as the 25% limit applied in Canada...". As previously stated the Canadian limit also provides for a greater deviation based on certain considerations.

The direction then is clear. A Legislature can determine the variance, but limits must be clearly stated and reasons for variance must also be stated. This protects districts from having their voting power eroded to unconstitutional limits such as B.C's previous system which allowed variances of up to 150%. Again the committee defers to Chief Justice McLachlin (at page 414) "... what considerations are capable of justifying deviation from absolute equality of voting power ... that they contribute to better government of the populace ... regional issues ... geographical factors ... affecting the servicing of a riding ... regional interests [may be] justifiable ...".

In recognizing the rights of Provincial Legislatures on setting these considerations Dixon is clear (at page 414) that it is "... not the role of the courts to decide which factors and considerations are to be applied to each individual riding ... this task is within the responsibilities of the Legislature ...".

Therefore in developing the guidelines to be given to legislation and to the Alberta commission on electoral boundaries the committee has taken extreme caution and guidance from the constitutional, Charter, and court rulings on this matter.

The committee does not believe it has the right to advance propositions and proposals for electoral distribution (eg. strict one person, one vote) which do not emanate from our own history and which cannot be clearly supported by constitutional, Charter and court rulings.

The committee believes that the electoral boundary changes which will be subsequent to the legislation based on this report will reflect the overall concerns of all Albertans and most importantly reflect modern Canadian constitutional integrity, correctness, and soundness.

It is the considered opinion of the Select Special Committee on Electoral Boundaries that the Alberta guidelines stated in this report pass the above tests.

IV. COMMITTEE DELIBERATIONS

The committee emphasized that deliberations by the committee would not begin until the public hearing process was completed. This was done to assure Albertans that their views contributed to the resulting recommendations.

The committee worked to develop recommendations that would meet the principles of the Charter of Rights and Freedoms as well as take into account the input of Albertans who came to public hearings or wrote submissions. This input gave the committee an array of topics to consider, including:

- composition of the Electoral Boundaries Commission
- number of electoral divisions
- urban issues
- rural issues
- use of enumeration figures
- use of population figures
- communication and transportation issues
- requests to maintain electoral boundaries legislation as status quo
- rural/urban ratio
- number of organizations that Members of the Legislative Assembly work with
- range of variation from average; for example, +or- 25%
- one person, one vote
- redistribution frequency
- formula considerations
- special considerations
- urban/rural mix in electoral divisions
- the role of agriculture in the economy of Alberta
- Triple E Senate analogies
- boundary change effect on communities
- interrelationship of economics and representation
- numerous and varied other concerns, issues and topics

In the course of conducting public hearings, the committee heard from 164 individuals, 194 municipal councils, 21 school boards, 39 political organizations, 22 hospital boards, and 77 other organizations or groups.

The Committee had a formidable task: to evaluate the issues raised, to satisfactorily respond to the input from Albertans, to respond to the committee's mandate, to consider the implications of the Charter of Rights and Freedoms, and to arrive at understandable and workable recommendations.

The basic issue to be addressed was equality and fairness to all Albertans. A clear message from Albertans articulated the need for provisions to ensure equality and fairness by considering geography, distances, population, community of interests, and other factors that affected the interrelationship of constituents and Members of the Legislative Assembly.

A. Initial Deliberation Results

Early in the deliberation process the committee agreed on a number of issues;

1. The number of electoral divisions in Alberta should remain at 83. Over the course of the public hearings and from written submissions the committee heard from Albertans that additional representation was not needed. Alberta ranks fourth in comparison to other provinces when considering the average population per electoral division. (see Chart VII on page 55).

2. Population should be the basis for redistribution. This would be fair, practical and in concert with the direction taken by a majority of other Canadian jurisdictions. Use the most recent Canada Census available.

3. No sitting Members of the Legislative Assembly should be part of the Electoral Boundaries Commission. This decision was made as Albertans clearly wanted as impartial and non-partisan a commission as possible.

4. The Chief Electoral Officer should be designated as a member of the Electoral Boundary Commission. The Chief Electoral Officer has the background data, statistics, and expertise relative to the actual setting of boundaries, preparation of maps, and the process of enumeration.

5. The Rural/Urban electoral division split to be discarded. New definitions will be created that look at Alberta from the perspective of municipalities. The new electoral divisions will be designated Single-Municipality Electoral Divisions and Multi-Municipality Electoral Divisions. The committee came to the conclusion that a new way of looking at the differentiating of electoral boundaries was necessary to help pull Albertans together for the betterment of Alberta as a whole.

6. Discussion over the course of deliberations led to the formation of three other recommendations;

   a) To help effect balanced growth throughout Alberta.

      Rural Albertans repeatedly articulated to the Committee the plight of rural centres that are in an economic slump from the downturn of the early 1980's, and from which they have not recovered. Young adults are leaving farms and small centres, businesses are closing up, and in order to survive and support their families farmers are giving up on rural Alberta and migrating to the cities. There were expressions of grave concern that population shifts from low-growth areas would further erode small population centres struggling to maintain their identity with and contribution to Alberta's history and future. The committee received clear messages that it is vital to all Albertans that the serious economic decline of smaller population centres in Alberta be curtailed.

   b) To encourage the use of All-Party Committees

      Due in part to the strong team approach of the Select Special Committee on Electoral Boundaries and the positive experience of sharing perspectives as Members of the Legislative Assembly, a recommendation arose to support increased use of all-party committees.

c) To support a review of services provided to Members of the Legislative Assembly.

The committee reviewed services provided to Members of the Legislative Assembly to assist them in carrying out their duties in their constituencies. The use of Regional Information Telephone Enquiries lines, facsimile machines, computers, appropriate transportation allowances, and other relevant communication supports were discussed. It was agreed a review of these supports to ensure full availability of use by Members of the Legislative Assembly, in particular those serving large and remote constituencies, should be undertaken by the Special Standing Committee of the Assembly on Members' Services.

B. Percentage Variation Formula

A number of options were put forward by committee members on the issue of the percentage variation between ridings. They were:

1. +or- 25% with justifiable variation (target to mean population)
2. target to +or- 10% but to +or- 25% for exceptional considerations
3. +or- 25% with variation up to a maximum +or- 35% with justifiable criteria
4. +or- 25% with extreme criteria to -50%
5. 3. (above) with Canada/Alberta line to set aside northern areas as special consideration areas, as well as extreme south. One area north of the line with unlimited +or-%.
6. half of Assembly elected on one person one vote basis;
   half of Assembly elected on regional representation basis
7. two formulas: urban average/rural average
8. maintain status quo

The committee relied heavily on the McLachlin decision in British Columbia (see Legal Overview page 56) while striving to incorporate the wishes of Albertans who spoke of fairness to those within and outside major population centres. In larger urban centres the committee heard some argurnents supporting one person, one vote, with others supporting regional representation. From less populated areas people were worried they would lose or see a lessening of their voice in the Legislature if electoral divisions were transferred to large population centres from small population centres. As well, it was recognized that the representation by population formula, or one person one vote, is only half of the American system. The other half is regional representation in the American Senate. The committee thought it important to keep in mind that Canada follows the British parliamentary system which combines representation by population with regional representation.

With reference to options referring to extreme or justifiable criteria the following were considered;

1. total area of constituency
2. total settled area
3. communication and transportation
4. community and diversity of interests
5. distance from capital
6. low tax base
7. no population centre over a specified number
8. dramatic loss of population due to economic factors
9. low per capita income (below provincial average)
10. number of local jurisdictions (i.e. municipalities, hospital and school boards, et cetera)

The committee explored a number of areas while considering exceptions. There was discussion and review of services to assist Members of the Legislative Assembly in their duties; e.g. aircraft allowances, facsimile machines, computer and telephone equipment. While there may be ways to assist Members of the Legislative Assembly with technical support, Albertans clearly identified that they wanted the face-to-face meetings with their Member of the Legislative Assembly to no lesser extent than currently available.

A number of jurisdictions have exceptions to their general guidelines for boundary distribution. Those exceptions are in place to allow for variance in special circumstances and include factors such as population trends, community or diversity of interests, communication factors, topographic features, tradition, special geographic features, sparsity, accessibility and other relevant factors (see Chart V page 52).

It is relevant to note that when considering the 13 Canadian jurisdictions, Canada, Alberta, British Columbia, Manitoba, Saskatchewan, New Brunswick, Newfoundland, Nova Scotia, Ontario, Prince Edward Island, Quebec, Northwest Territories and Yukon, 8 have provisions to allow deviation from their general electoral division guidelines and 7 have utilized these special provisions. It is clearly a Canadian tradition that consideration be given for extenuating circumstances in order to effect fair representation.

It was therefore decided that the option of +or- 25% with extreme criteria to -50% was fairest to all Albertans and adhered as closely as possible to Alberta tradition and history.

At least 95% of the electoral divisions should be required to meet the criteria of +or- 25%. After review and discussion of the 10 indicators, the criteria list was shortened to seven criteria to be considered for up to 5% of electoral divisions where conditions warrant special consideration. The 5% ceiling and the list of criteria are necessary to ensure that any Electoral Divisions that qualify for special consideration are indeed in extraordinary circumstances. The seven criteria are;

1. total area of constituency over 20,000 square kilometres,
2. total settled area (surveyed) over 15,000 square kilometres,
3. communication and transportation: over 1000 kilometres of primary and secondary roads,
4. community and diversity of interests of the inhabitants,
5. distance from capital of at least 150 kilometres,
6. no population centre over 4,000, and
7. dramatic loss of population, due to economic factors, as indicated by comparison of the previous and current Federal Census.

C. Electoral Divisions Definitions

Past electoral boundaries legislation divided Alberta into rural and urban electoral divisions. Clearly, as demonstrated by Albertans at public hearings, a serious rift between these two groups has developed. A number of urban constituents believe they are under represented, when considering numbers, while the rural constituents maintain that anything less than their current level of representation is unfair. Each group related to the other in an adversarial manner which does not lead to effective resolution of mutual concerns. The committee therefore decided, in the best interests of Alberta as a whole, that new electoral division classifications were needed to help do away with urban and rural friction. It was recognized that this option would lead to potential change for each and every electoral division. Some changes will be minimal; however most will be major and significant. To this end the committee defined two new ways to look at the electoral divisions, namely, single-municipality electoral divisions and multi-municipality electoral divisions.

A Single-Municipality Electoral Division is one where the entire division is within one municipality.

A Multi-Municipality Electoral Division is one where the division includes two or more municipalities.

The largest population centres, Calgary and Edmonton, have not seen their percentage of the total population of Alberta change significantly since 1971. Tables 1 and 2 on the following page outline percentages of the population in relation to percentages of Members of the Legislative Assembly that represent Calgary and Edmonton electoral districts.

Factors to be considered in establishing multi-municipality electoral divisions include sparsity and density of population; community interests including Indian Reservations, Metis Settlements, Special Areas and Improvement Districts; number of municipalities, school boards, hospital boards, etc.; geographical features including existing road systems; and understandable clean boundaries.

It was further determined that there should be 43 single-municipality electoral divisions as follows:

-Calgary:	19 electoral divisions
-Edmonton:	17 electoral divisions
-Lethbridge:	2 electoral divisions
-Medicine Hat:	1 electoral division
-Red Deer:	1 electoral division
-St. Albert:	1 electoral division
-Sherwood Park:	1 electoral division
-Fort McMurray:	1 electoral division

As well there should be 40 multi-municipality electoral divisions to include:

-part of the city of Red Deer
-part of the city of Medicine Hat
-part of the city of St. Albert
-city of Grande Prairie to be split
-Other cities and smaller centres. May include parts of Edmonton or Calgary.

Table 1. Percentage of Alberta's Population for Calgary and Edmonton

	Federal Census 1971	%	Federal Census 1986	%
Calgary	403,319	25	636,104	27
Edmonton	438,152	27	573,982	24
Balance of Alberta	786,403	48	1,164,914	49
Total	1,627,874	100	2,375,000	100

According to the 1971 census Calgary and Edmonton held 52% of the population of Alberta, based on the 1986 census Calgary and Edmonton held 51% of the population of Alberta.

Table 2. Percentage of Members of the Legislative Assembly for Calgary and Edmonton

	1971		1986		Recommended	
	# MLA's	% MLA's	# MLA's	% MLA's	# MLA's	% MLA's
Calgary	13	17	18	22	19	23
Edmonton	16	21	17	20	17	20
Balance of Alberta	46	62	48	58	47	57
Total	75	100	83	100	83	100

In 1971 Calgary and Edmonton had 38% of the Members of the Legislative Assembly representing 52% of the population and in 1986 had 42% of the Members of the Legislative Assembly representing 51% of the population. If the recommendations of the Select Special Committee on Electoral Boundaries are implemented Calgary and Edmonton would see an increase to 43% of the Members of the Legislative Assembly representing 51% of Alberta's population.

D. Commission Structure

A number of submissions dealt with actual boundary detail which will be part of the work of the Electoral Boundaries Commission. To that end, any submissions, presentations, or parts thereof that referred directly to boundary questions, rather than legislative questions, will be referred to the next Electoral Boundaries Commission.

Albertans generally voiced the opinion that they wanted membership of the commission to be as nonpartisan as possible and wanted a commission comprised of voices that would represent all of Alberta, not one segment.

The committee developed the following list of options to consider;

1. a judge,
   the Chief Electoral Officer,
   2 rural representatives,
   2 urban representatives, and
   1 representative at large.
   7 person commission

2. the Chief Electoral Officer,
   a judge, and
   1 representative at large (appointed by Speaker).
   3 person commission

3. the Chief Electoral Officer,
   1 Alberta Urban Municipalities Association representative,
   1 Municipal Districts and Counties representative,
   1 representative appointed by Government, and] by Speaker
   1 representative appointed by Opposition.] " "
   5 person commission

4. the Chief Electoral Officer,
   a judge, and
   3 representatives under direction of legislature - Appointed by Speaker
   5 person commission

5. a judge (chairman),
   the Chief Electoral Officer,
   2 representatives nominated by Premier, and
   1 Official Opposition in consultation] appointed by
   with other Opposition] the Speaker
   5* person commission**

6. Same as (e) with Chief Justice or designate from the bench

* At least 2 of 5 from Alberta cities and at least 2 of the 5 from outside the cities.

** Administrative support to be provided by the Senior Administrator of the Select Special Committee on Electoral Boundaries.

The committee wanted to keep the commission as small as possible to facilitate their activities. The committee decided that five members would be most suitable (see Chart II page 47). It was further decided that option 5 was the most appropriate structure namely; a judge (Chairman), the Chief Electoral Officer, two persons nominated by the Premier, one person nominated by the Official Opposition in consultation with the other opposition; at least two of five from Alberta Cities and two of five from outside cities; administrative support to be provided by the Senior Administrator of the Select Special Committee on Electoral Boundaries.

With reference to Electoral Boundaries Legislation, which guides Electoral Boundaries Commissions, two options were raised;

1. direction by legislation (current legislation), or
2. general guidelines.

After consulting with the Chief Electoral Officer and in the interests of providing a solid framework for the commission to complete their work efficiently and effectively option 1, giving definitive legislation to the Commission, was chosen.

The Committee wished to ensure the work of the Electoral Boundaries Committee is carried out as quickly as possible without compromising the process of their work. It was decided that the Electoral Boundaries Commission should be deemed to be struck on the date of the Assent of Electoral Boundaries Legislation and further, rather than 12 months the Electoral Boundaries Commission should, after considering any representation to it and within nine months of the date on which the commission is appointed, submit to the Speaker of the Legislative Assembly a report which delineates the boundaries of the proposed electoral divisions.

In consideration of length of time between redistribution six options were examined;

1. interim redistribution after next election
2. full redistribution after each election
3. current: redistribution after every second election
4. after every second election but not less than every eight years
5. after every 10 years
6. after every census (five years) and every second election

The committee considered various practicalities including tie-in with federal census, date of availability of census results, fiscal responsibility considering the Electoral Boundaries Commission operational costs, and redistribution time lines in other Canadian jurisdictions (see Chart VI page 54).

The Committee chose option 4; after every second election but not less than every eight years. The Chief Electoral Officer shall report, following each Canadian Census, variations outside the +or- 25% range.

E. Acknowledgements

The Select Special Committee on Electoral Boundaries acknowledges, with great appreciation, the support provided by Albertans to the committee during the past 15 months.

Volunteers across Alberta went out of their way to assist with transportation, meals, and various arrangements at our public hearing sites.

Individuals who performed duties for the committee on a fee for services basis deserve thanks for their professional expertise and commitment. Special thanks in this regard are given to Doug Jeneroux of Chroma Communications, Tomislav Milinusic of Axion Spatial Imaging, and Dale Smith of Smith and Smith Associates, all of whom worked diligently with the committee.

Government employees from departments and agencies were exceptionally helpful in data collection and research and many went out of their way to facilitate our work. Special mention goes to the Chief Electoral Officer, Pat Ledgerwood and staff, who provided relevant historical background and advice.

Staff from the various divisions of the Legislative Assembly Office provided a variety of valuable support services. In particular the staff of Alberta Hansard, who faithfully recorded meetings and public hearings, are commended for their skill as well as their willingness to assist in other areas when the need arose.

Many thanks are due to the committee's administration under the direction of Bob Pritchard assisted by Ted Edwards, Karen Hudson, Robin Wortman, and Wendy Grosfield. Their dedication, hard work, and good humour were invaluable.

The committee is grateful for the way people from across the province responded to the committee's mandate to learn how Albertans want to be represented in the Legislature. Many took the time and effort to attend public hearings. Albertans came to give presentations, others chose to send in written submissions, while some did both. Still others came to public hearings to listen or to comment. All were welcome and appreciated.

The Select Special Committee on Electoral Boundaries wishes to thank Albertans who became involved and made this study of electoral boundaries legislation one of the most comprehensive in the history of Alberta.

All participants have reason to be proud of their involvement and contribution to the democratic process.

V. APPENDIX

Alphabetical list of Albertans who sent in a written submission or made a presentation at a public hearing.

Name	Home Community	Organization Represented
Jack Ady	Cardston	MLA, Cardston
Jenny Alcock	Grimshaw	Town of Grimshaw
Dave Allison	Fairview	Fairview School Division
Ron Allison	Veteran	Veteran & Area Board of Trade
Bill Almdal	Ft. McMurray	P.C. Association of Ft. McMurray
Laverne Ahlstrom	Rocky Mtn. House	Rocky Agricultural Society
Wayne Alton	Stettler	Citizen
Brian Anderson	Taber	Alberta Sugar Beet Growers
Edgar Anderson	Raymond	Town of Raymond
Irene Anderson	Taber	Alta. Veg. Growers Marketing Brd.
Lyle Anderson	Medicine Hat	Cypress-Redcliff P.C. Association
Steve Andrais	Lamont	Mayor, Town of Lamont
Martha Andrews	High River	Alta. Women in Support of Agric.
Veronica Andruchiw	Spirit River	M.D. of Spirit River No. 133
Frank Appleby	Athabasca	Citizen
Peter Aschenmeier	Edson	Citizen
Richard Astle	Caroline	Citizen
Arthur Avery	Ft. McMurray	Citizen
Adolf Bablitz	Barrhead	Barrhead Economic Dev. Board
Heather Baird	Stettler	Stettler P.C. Association
Gil Balderston	Sexsmith	Citizen
Thomas Baldwin	Grimshaw	Citizen
Bernie Banping	Peace River	Citizen
Michael Barlott	Vegreville	Reeve, County of Minburn #27
Mick Barnett	Cardston	Cardston School Division
Ed Basaraba	St. Albert	Citizen
David J. Baugh	Red Deer	Red Deer College
Gerald Beach	Rycroft	Village of Rycroft
Gloria Bergman	Erskin	Citizen
John Berns	Stavely	Mayor, Town of Stavely
Alvin Billings	High Prairie	I.D. # 17
David Biltek	Grande Prairie	Citizen
Al Bishop	Camrose	Reeve, County of Camrose No. 22
Ted Blowers	Valley View	Valleyview Econ. Dev. Board
Rodney H. Bly	Magrath	Town of Magrath
Glenda Bobbie	Bon Accord	Mayor, Town of Bon Accord
Alex Bochanesky	Redwater	M.D. of Sturgeon
Robert Bouchard	St. Paul	Reeve, County of St. Paul No. 19
Hazel Boulton	Wetaskiwin	Citizen
Ray Boulton	Leduc	Reeve, County of Leduc No. 25
Myles Bourke	Lethbridge	Lethbridge West P.C. Association
Bruce Bovencamp	Lougheed	Mayor, Village of Lougheed
Guy Bowlby	Cardston	Citizen
Daryl & Theresa Boyden	Sherwood Park	Citizens

Fred Bradley	Pincher Creek	MLA, Pincher Creek-Crowsnest
Lloyd Brattly	Castor	County of Paintearth No. 18
Andre Bremont	Fahler	Reeve, M.D. of Smoky River 130
Brian Brigden	Redwater	Mayor, Town of Redwater
David Bromley	St. Albert	St. Albert P.C. Association
John Bronius	Calgary	Calgary McCall P.C. Association
Omar Broughton	High River	Citizen
Ross Brower	Viking	Town of Viking
Murray Brown	Vauxhall	M.D. Taber No. 14
Neil Brown	Calgary	Citizen
Leo Bruseker	St. Albert	Citizen
Murray Buchanan	Airdrie	Citizen
Peter Bulkowski	Calgary	Citizen
Kelly Bunn	Peace River	Manager, I.D. #17
David Burghardt	Edmonton	Citizen
Dick Burgman	Blairmore	Citizen
Martin Burns	Bashaw	Bashaw Economic Dev. Society
Jack Butler	Youngstown	Citizen
Roger Buxton	Consort	Unifarm District 4
Harry Byers	Fairview	Dunvegan P.C. Association
Louise Bystrom	Caroline	Caroline & Dist. Chamber
Pearl Calahasen	Lesser Slave Lake	MLA, Lesser Slave Lake
Harry Riva Cambrin	High River	M. D. of Foothills No. 31
Jessie Campbell	Castor	Castor & Dist. Museum Society
Sylvia Campbell	Lethbridge	Lethbridge East New Democrats
Jim and Gladys Campbell	Alix	Citizens
Jim Carbery	Ft. McMurray	City of Ft. McMurray
		Ft. McMurray Econ. Dev. Board
David Carter	Medicine Hat	Citizen
Helene Caryk	Spirit River	Dunvegan Liberal Association
Rick Casson	Picture Butte	Mayor, Town of Picture Butte
Allan Charles	Barrhead	County of Barrhead
Lawrence Cherneski	Taber	Citizen
Doug Cherry	Lloydminster	MLA, Lloydminster
Steve Chodan	Westlock	Town of Westlock
Larry Chorney	Fairview	Town of Fairview
Jim Christie	Trochu	Citizen
Ed Chubocka	Calmar	County of Leduc
Lavern Clark	Millet	Town of Millet
Glen Clegg	Dunvegan	MLA, Dunvegan
Norman Coleman	Wainwright	Wainwright & District Chamber
Diane Colley-Unquhart	Calgary	Citizen
Diane Conibear	Donalda	Citizen
Kay Conners	Patricia	County of Newell
Orville Cook	Hinton	Citizen
Jim Coswan	Wasketenau	Mayor, Village of Wasketenau
Mel Cottle	Cardston	Town of Cardston
Eldon Couey	High River	Mayor, Town of High River
Bob Coutts	Forestburg	Village of Forestburg
		Forestburg Chamber of Commerce

Frank Coutney	Wetaskiwin	County of Wetaskiwin No. 10
Dr. James Creechan	Edmonton	Citizen
Jim Crowell	Edmonton	Alberta Federation of Labour
Robert Crump	Calgary	Citizen
Charlie Cutforth	Ponoka	County of Ponoka
Marvin Dahl	Warner	Reeve, County of Warner
Louis Damphousse	Claresholm	Willow Creek Reg. Econ. Dev.
Jim D'Andrea	Calgary	Citizen
Kelly D. Daniels	Grande Prairie	City of Grande Prairie
Shirley Danylyshen	Wasketenau	Village of Wasketenau
Jean De Champlain	Clyde	Alta. Association of Municipal Districts and Counties
Ted DeJong	Brooks	Citizen
Rita Dempsey	Calgary	Calgary Public School Board
Gerry Desaulniers	St. Paul	St. Paul and District Chamber
Henry J. Dick	Lethbridge	Citizen
R. Gary Dickson	Calgary	Alberta Liberal Party
Allen Dietz	Galahad	Galahad and District Lions Club; Citizen
Art Dievert	Deboldt	Grande Prairie Hospital Board
Bruce Dillabough	Acadia Valley	Reeve, M.D. of Acadia No. 34
Bryan Dillenbeck	Foremost	Foremost and District Agriculture Society
Mr. Justice Dixon	Calgary	Citizen
Jay Doolittle	Taber	Town of Taber
Ann Dort-Maclean	Ft. McMurray	Citizen
Clifford Downey	Edmonton	Farmers Advocate of Alberta
Jerry Doyle	West Yellowhead	MLA, West Yellowhead
Earl Dreeshen	Innisfail	Elnora General Hospital Board
Al Duerr	Calgary	Mayor, City of Calgary
Bill Duncan	Redcliff	Mayor, Town of Redcliff
Mark Duyns	Calgary	Citizen
Gordon Easton	Mayerthorpe	Town of Mayerthorpe
Tom Eger	Edmonton	Citizen
Bob Elliott	Grande Prairie	MLA, Grande Prairie
Tom Erdman	Barons	Proposed Keho Irrigation District
Iris Evans	Sherwood Park	Reeve, Strathcona County
Zak Ezekowitz	Nisku	Nisku Business Association
Vince Fabian	Tilley	County of Newell Board of Educ.
Myrna Fankhanel	Ferintosh	Village of Ferintosh
Leonard Fast	Coaldale	Coaldale Health Care Center
G.A.J. Feeny	Sexsmith	Sexsmith Chamber of Commerce
Don Ferguson	Lethbridge	Lethbridge East N.D. Association
Robert Filkohazy	Hussar	County of Wheatland Unifarm
Butch Fischer	Wainwright	MLA, Wainwright
Gary Flitton	Champion	Champion Lions Club
Manley Flynn	High River	High River Hospital/Nursing Home
Karen Folsom	Hill Spring	Village of Hill Spring
Tom Foster	Westlock	Citizen
Dick Fowler	St. Albert	MLA, St. Albert
Fiona Fowler Cleary	Edson	Yellowhead School Division No. 12
Derek Fox	Vegreville	MLA, Vegreville

Jean Franklin	Brooks	Mayor, Town of Brooks
Donna Fraser	Edmonton	Edmonton Whitemud P.C. Association
Lorraine Fraser	Exshaw	Reeve, M. D. of Bighorn No. 8
Pat French	Cardston	Cardston Municipal Hospital
Greg Gayton	Berwyn	Village of Berwyn
Phil Gifford	Nampa	Village of Nampa
Roger Gingras	Cold Lake	Town of Cold Lake
R. Goettel	Whitecourt	Manager, I.D. #15
Harry Gordon	Hanna	Citizen
Judy Gordon	Lacombe	Mayor, Town of Lacombe
Jack Gorman	Hanna	Citizen
Catherine Grant	Vulcan	Town of Vulcan
Clifford Grant	Ft. McMurray	Ft. McMurray Chamber of Commerce
Joe Grant	Coutts	Mayor, Village of Coutts
Ken Graumans	Medicine Hat	Citizen
Bob Grayston	Wainwright	Wainwright and District Health Care Complex
Don Green	Claresholm	McLeod P.C. Association
Wayne Green	Wainwright	Municipal District of Wainwright #61
Mark Gregory	St. Albert	St. Albert P.C. Association
Bob Grieg	Mirror	East Parkland Community Futures Association
Cathy Griffin	Medicine Hat	Bow Valley Polling Station No. 1
Ted Grimm	Medicine Hat	Mayor, City of Medicine Hat
Ray Grisnich	Picture Butte	Picture Butte Chamber of Commerce
John Gogo	Lethbridge West	MLA, Lethbridge West
Archie Grover	Edmonton	Municipal Districts and Counties
John Guerin	Fahler	McLennan Hospital
Sid Gurevitch	Barrhead	Barrhead Hospital Board
John Gust	Bashaw	Mayor, Town of Bashaw
Pat Hansen	Craigmyle	Citizen
Phil Hansen	Provost	Reeve, M. D. of Provost #52
Margaret Hanson	Swan Hills	Swan Hills Chamber of Commerce
William Hart	Hanna	Citizen
Ardell Hartley	Glenwood	United Irrigation District
Judith Hazlett-Dennehy	Red Deer	Citizen
Brian Heidecker	Coronation	Citizen
Roelof Heinen	Lethbridge	Reeve, County of Lethbridge #26
Pat Henry	Red Deer	Red Deer Chamber of Commerce
Jim Heron	Edmonton	Citizen
Frank Hickey	Calgary	Calgary Northwest P.C. Assoc.
Bret Hierath	Edson	Edson Roman Catholic Separate School Division
I. Hildebrandt	Bashaw	Bashaw General Hospital
Heather Hill	Vegreville	Vegreville New Democrats
Bruce Hinklay	Wetaskiwin	New Democrat Assoc. of Wetaskiwin
Mary Holmes	Bentley	Citizen
Jack Horner	Pollockville	Citizen
Bill Housman	Grande Prairie	Reeve, County of Grande Prairie #1
Jack Hubler	Edmonton	Plumbing & Pipefitting Local 488
Lewis Hughes	Fallis	Citizen
John Hunter	Viking	County of Beaver

Alan Ingraham	Vulcan	Reeve, County of Vulcan No. 2
Dr. John Irwin	Coleman	Town of Coleman
Bruce Jackson	Edmonton	Citizen
Colleen Jackson	Stettler	Town of Stettler
Broyce Jacobs	Mountainview	Reeve, M.D. of Cardston No. 6
		Foothills Little Bow Assoc.
D.N. James	Brooks	County of Newell No. 4
William Jansen	Spirit River	Chairman, I.D. #20
		I.D. #19
		M.D. of Spirit River
		Town of Spirit River
		Village of Eaglesham
		Village of Rycroft
		Village of Wanham
Stan Jenkins	Slave Lake	Lesser Slave Lake P.C. Assoc.
Paul Jenson	Rocky Mtn. House	Citizen
R. Jesperson	Edmonton	Unifarm
Doug Johnson	Endiang	Citizen
Gary Johnson	Cardston	Carston P.C. Association
Marguerite Johnson	Bowden	Town of Bowden
Paul Johnston	Edmonton	Edmonton Strathcona N.D. Assoc.
M. Jean Johnstone	Lethbridge	City of Lethbridge
Halvar Jonson	Ponoka-Rimbey	MLA, Ponoka-Rimbey
Harold Junck	Swan Hills	Town of Swan Hills
Margaret Karlo	Alhambra	Citizen
Eric Kralzen	Carrot Creek	Citizen
Art Kary	Veteran	Big Country Health Unit
F. Kary	Hines Creek	Village of Hines Creek
Doug Kastelic	Hanna	Rangeland School Division No. 9
Sandi Kennedy	Okotoks	Mayor, Town of Okotoks
Kathleen Kerr	Blairmore	Crowsnest Pass Econ. Dev. Board
Alice Killam	Hinton	Citizen
Beatrice Kine	Westlock	Citizen
Fred Kinley	Berwyn	Mayor, Village of Berwyn
William Kirtley	Stettler	Reeve, County of Stettler No. 6
John Kloberdanz	Kirriemuir	Citizen
Arnold Koberstein	Sangudo	County of Lac Ste. Anne No. 28
Ken Kobly	Beaumont	Mayor, Town of Beaumont
Alice Kooy	Lethbridge	Lethbridge Regional Hospital Board
Bill Kostiw	Thorhild	County of Thorhild #7
Reinholdt Krause	Whitecourt	Citizen
Pat Kroker	Bruderheim	Board of Education, County of Lamont
Josephine Krokosh	Lethbridge	Southern Alta. Regional Hospitals Conference
Sylvia Krikun	Mayerthorpe	Mayor, Town of Mayerthorpe
Rod Krips	Viking	Citizen
Gerald Kujala	Eckville	Rocky Mtn. House School Division
Eugene Kush	Hanna	Citizen
Anola Laing	Claresholm	Citizen
Milton Lakevold	Provost	Wainwright P.C. Association
Laurent Lamoureux	McLennan	Town of McLennan

Lorraine Lang	Gadsby	Citizen
Larry Langager	St. Paul	St. Paul & Dist. Chamber
Paul Langevin	St. Paul	Mayor, Town of St. Paul
A. Langstraat	Grassy Lake	Mayor, Village of Grassy Lake
P. A. Lavery	Bentley	Citizen
Garth Leask	Cold Lake	Citizen
Roger Lehr	Wainwright	Mayor, Town of Wainwright
Ron Leonhardt	Drumheller	Unifarm, Region 11
Steve Leskiw	Smoky Lake	Citizen
Maurice Lewis	Red Deer	County of Red Deer
Bob Lien	Lethbridge	Lethbridge East P.C. Assoc.
Henry Lindstedt	Nobleford	Mayor, Village of Nobleford
Sandy Lipka	Strathcona	Strathcona County
Merlin Litchfield	Taber	Citizen
Tom Livingston	Duchess	E.I.D. Landholder's Assoc.
Dwight Logan	Grande Prairie	Mayor, City of Grande Prairie
Eldred Lowe	Pincher Creek	Mayor, Town of Pincher Creek
Albin Lukawiecki	Viking	Citizen
Ty Lund	Rocky Mtn. House	MLA, Rocky Mountain House
Terry Lyon	Fort Macleod	Mayor, Town of Fort Macleod
Glen Lyster	Brooks	Brooks Chamber of Commerce
Jean MacDonald	Erskine	Private Campground Owner's Assoc.
John MacIntyre	Westlock	Citizen
Christine Mackay	Holden	Village of Holden
Donna Macklin	Grande Prairie	Citizen
Wayne Madden	Ft. McMurray	Citizen
Joan Majeski	Edmonton	Edmonton Jasper Place P.C. Assoc. Edmonton Meadowlark P.C. Assoc.
Larry Majeski	Leduc	County of Leduc No. 25
Paul Marshall	Delia	Delia Home and School Assoc.
Dorothy Martin	Clairmont	Clairmont & District Rec. Board
Marg Martin	Bentley	Citizen
Patricia Matthews	Elnora	Elnora General Hospital
Bill Mattinson	Viking	Citizen
Rose May	Rocky Mtn. House	David Thompson Rec. Board
Brian Mazza	Rocky Mtn. House	Rocky Mtn. House Chamber of Commerce
Roger McAdam	Pincher Creek	M. D. of Pincher Creek No. 9
Peter McArthur	Alliance	Alliance and District Chamber
Shirley McClellan	Chinook	MLA, Chinook
Tom McCorkle	Berwyn	Region 50 Unifarm
Rod McDermand	Lacombe	Lacombe Community Health Care Center
David McDonald	Rocky Mtn. House	Reeve, M.D. of Clearwater #99
Bert McFadyen	Acadia Valley	Citizen
Barry McFarland	Carmangay	Foothills Little Bow Assoc.
Bob McGhee	Red Deer	Mayor, City of Red Deer
Jessie McKay	Cardston	Cardston Municipal Hospital
Lyle McKen	Fairview	M.D. of Fairview #136
Lane McLaren	Fort Macleod	Town of Fort Macleod
Ed McNeill	Onoway	Citizen
Margaret McPhee	Penhold	Citizen
Dan Meakes	Ft. McMurray	Ft. McMurray Public School Dist.

Fred Mellen	Bow Island	Town of Bow Island
Orest Melnyk	Wanham	I.D. #20
		Chairman, I.D. #19
		M. D. of Spirit River
		Town of Spirit River
		Village of Eaglesham
		Village of Rycroft
		Village of Wanham
S. E. Mercier	St. Albert	Improvement Districts Assoc.
Werner Messer-schmidt	Whitecourt	Chairman, I. D. #15
Terry Michaelis	Milk River	Mayor, Town of Milk River
Deborah Miller	Edmonton	Citizen
Keith Miller	Redwater	Town of Redwater
Vern Milligen	Nampa	I.D. #17
George Minailo	Willingdon	Mayor, Village of Willingdon
E. Mirth	Edmonton	Edmonton Meadowlark P.C. Assoc.
Stan Mlynarski	Calgary	Citizen
Bruce Moltzan	Fox Creek	Town of Fox Creek
J. Montgomery	Strathmore	County of Wheatland No. 16
Jim Montain	Taber	Town of Taber
Marv Moore	Deboldt	Citizen
Max & Agnes Moore	Bentley	Citizens
Peter Moore	Slave Lake	Mayor, Town of Slave Lake
Ron Moore	Lacombe	MLA, Lacombe
Ken Mulligan	Valleyview	Chairman, I.D. #16
Mary Ann Mullin	Wetaskiwin	Wetaskiwin Roman Catholic Separate School District
Tom Musgrove	Bow Valley	MLA, Bow Valley
Pamela Mykityshyn	Viking	Viking Chamber of Commerce
Tom Nahirniak	Roundhill	Camrose & District Board of Unifarm
Ruth Nalder	Raymond	Mayor, Town of Raymond
Terry Nelson	Sangudo	Reeve, County of Lac Ste. Anne No. 24
Enid Neufeld	Alliance	Mayor, Village of Alliance
Patricia Newman	Innisfail	Mayor, Town of Innisfail
Eva Nielsen	Delia	Village of Delia
Ron Noel	Wetaskiwin	Wetaskiwin Chamber of Commerce
Gerald Northam	Grande Prairie	Grande Prairie Hospital Board
Stuart Norton	Magrath	Magrath General Hospital
Albert Opstad	Edmonton	Citizen
Elmer Oshann	Smoky Lake	Town of Smoky Lake
Brad Pagnell	Lethbridge	Lethbridge West N.D. Assoc.
Laray Pahl	Medicine Hat	Citizen
Marie-Josee Pang	Edmonton	Citizen
Bud Pals	Castor	Castor Hospital Board
Tom Parkinson	Calgary	Citizen
Paulette Patterson	Smoky River	Smoky River P.C. Association
Rhonda Paul	Hay Lakes	Village of Hay Lakes
Marilyn Pawsey	Edgerton	Citizen
Walter Paszkowski	Smoky River	MLA, Smoky River
Lloyd Peacock	Alliance	Citizen

Italo Pedrazzini	Rocky Mtn. House	Citizen
Myrtle Pentelchuk	Hussar	Village of Hussar
Lutz Perschon	Dunmore	M.D. of Cypress #1
Florence Peterson	Bentley	Citizen
Gary Peterson	High Level	Citizen
Harold Peterson	Bentley	Citizen
Harold Peterson	Peace River	Citizen
Rea Peterson	Bentley	Citizen
David Petroski	Lamont	County of Lamont No. 30
Fred Pewarchuk	Lamont	Redwater-Andrew P.C. Assoc.
Ron Pfau	Grande Prairie	County of Grande Prairie No. 1
Hilton Pharis	Lundbreck	Citizen
Roland Pigeon	Rocky Mtn. House	Rocky Mtn. House Roman Catholic School Division
J. M. Pimm	Berwyn	Unifarm - Region 15
Dr. Richard Plain	St. Albert	St. Albert P.C. Association
Ron and Judy Plett	Calgary	Citizen
Darryl Poirier	St. Paul	St. Paul & District P.C. Assoc.
Dennis Pommen	Strathcona	Strathcona County
Gary Popowich	Two Hills	County of Two Hills No. 21
Nick Porozni	Edmonton	Edmonton Goldbar P.C. Assoc.
John Powers	Grande Prairie	Grande Prairie Chamber
Ralph Price	Cardston	Aetna Irrigation District
Michael Procter	Peace River	Mayor, Town of Peace River
Mike Prodaniuk	Thorhild	Village of Thorhild
Klaus Puhlmann	Edson	Yellowhead School Division No. 12
Sandra Rairdan	Stettler	Citizen
Joyce Raiwet	Clyde	Mayor, Village of Clyde
Jack Ramme	Lac La Biche	Advisory Council for I.D. #18
Anita Ratchinsky	St. Albert	Mayor, City of St. Albert
Ross Rawlusyk	Morin	M. D. of Starland #47
Ray Reckseidler	Delburne	Village of Delburne
Wally Regehr	Medicine Hat	Medicine Hat New Democrats
Jan Reimer	Edmonton	Mayor, City of Edmonton
Bill Reister		Reeve, County of Flagstaff #29
G.W. Renouf	Elnora	Village of Elnora
Brian Rhiness	Wetaskiwin	Wetaskiwin and District Chamber
Doug Rice	Westlock	Mayor, Town of Westlock
R.H. Riddett	Wetaskiwin	Citizen
Marion Riise Oberg	Forestburg	Village of Forestburg
Ross Risvold	Hinton	Mayor, Town of Hinton
Elizabeth Roberts	Oyen	Citizen
Ann Rodvang	Coronation	County of Paintearth No. 18
Esther Rogers	Black Diamond	Mayor, Town of Black Diamond
Wes Romanchuk	Barrhead	Town of Barrhead
Henry Rondeau	Drayton Valley	Reeve, M.D. of Brazeau No. 77
Alex Rose	Lacombe	Lacombe Chamber of Commerce
Wayne M. Ryder	Crossfield	Town of Crossfield
Irene Salisbury	High Prairie	Town of High Prairie
Dale Schaffler	Manning	Mayor, Town of Manning
Alfred Schalm	St. Albert	Citizen
Peter Schierbeck	Fairview	Dunvegan North Econ. Dev. Board

Stan Schumacher	Drumheller	MLA, Drumheller
Terry Schneider	Fahler	Town of Fahler
Frank Schoenberger	Morinville	Reeve, M.D. of Sturgeon No. 90
Don Schultz	Barrhead	Town of Barrhead
		Barrhead P.C. Association
William Scott	Eckville	Mayor, Town of Eckville
Donald Scott	Penhold	Citizen
Barbara Senio	Thorsby	Village of Thorsby
Gary Severtson	Innisfail	MLA, Innisfail
Chief J.A. Sewapagaham	High Level	Little Red River Cree Tribe
Greg Sheppard	Hanna	Special Areas
Joan Sherman	Athabasca	Athabasca-Lac La Biche N.D.'s
Jim Short	Pincher Creek	Pincher Creek Chamber of Commerce
Gordon Shrake	Calgary-Millican	MLA, Calgary-Millican/P.C. Association
Rae Shwetz	Thorhild	Mayor, Village of Thorhild
Debbie Sikarski	Calgary	Marlborough Park Community Assoc.
Steve Shybunka	Two Hills	Citizen
Mr. and Mrs. H. Siebenga	Bentley	Citizens
John Simkin	Consort	Neutral Hills School Division
John Simpkins	Valleyview	East Smoky School Division
Alec Simpson	Hanna	Town of Hanna
		Business Revalization Zone Board
John Simpson	Grande Prairie	Grande Prairie P.C. Association
Allan Skretting	Valleyview	Valleyview Hospital Board
Cary Smigerowski	Smoky Lake	County of Smoky Lake #13
Dan Smith	Vermilion	Citizen
Susan Smith	Cardston	Citizen
Wayne Smith	Glenwood	Village of Glenwood
George S. Snow	Milk River	Citizen
Monte Solberg	Brooks	Citizen
Lou Soppit	Rocky Mtn. House	Citizen
Laverne Sorgaard	Grande Prairie	Queen Elizabeth II Hospital
Wendy Sowerby	Carbon	Village of Carbon
Don Sparrow	Wetaskiwin-Leduc	MLA, Wetaskiwin-Leduc
Karen Spiess	Sherwood Park	Citizen
Kent Staden	Mannville	Village of Mannville
Peter Stasiuk	Westlock	Reeve, M.D. of Westlock #92
Hugh Lynch-Staunton	Lundbreck	Citizen
Ed Stelmach	Lamont	Reeve, County of Lamont #30
Bill Stephenson	Edmonton	Edmonton & District Labor Council
C. D. Stewart	Lethbridge	Citizen
Bob Stewart	Stettler	Mayor, Town of Stettler
Sheena Stewart	Westlock	Citizen
Lois Potter Stigings	Innisfail	Citizen
Ivan Strang	Edson	Mayor, Town of Edson
Norman Storch	Hanna	Citizen
Allan Strauss	Heisler	Mayor, Village of Heisler
Joyce Sydnes	Berwyn	M.D. of Peace River
Nick Taylor	Westlock-Sturgeon	MLA, Westlock-Sturgeon
Wayne Terriff	Blairmore	Crowsnest Pass School Division
Sandy Tetachuk	Vulcan	Town of Vulcan

Burke Thomas	Glenwood	Citizen
J. R. Thomas	Calgary	Citizen
Roly Thomas	Calgary	Citizen
David Thompson	Edmonton	Edmonton Strathcona N.D. Assoc.
Doug Thornton	Pincher Creek	Citizen
Henry Tomlinson	Edmonton	Alberta Gas Co-ops
Doug Topinka	Valleyview	Town of Valleyview
Steve Topping	Vauxhall	Town of Vauxhall
Ed Torsher	Medicine Hat	Reeve, County of Forty Mile #8
Peter Trynchy	Whitecourt	MLA, Whitecourt
Roland Turcotte	Falher	Mayor, Town of Falher
Gordon Turner	Empress	Village of Empress
Jean Umbach	Bonanza	I.D. #20
Sharon Unrau	Nampa	Village of Nampa
Rudolph Van Doornum	Innisfail	Citizen
Rosalie Van der Velden	Innisfail	Town of Innisfail
Adrian VanNieuwkerk	Mirror	Mayor, Village of Mirror
Connie Vavrek	Grande Prairie	Sexsmith Catholic School Division
Steve Vert	Kirriemuir	Consort Municipal Hospital
George Visser	Barrhead	Reeve, County of Barrhead
Susan Vogelaar	Pincher Creek	Pincher Creek/Crowsnest P.C. Association
Denise Wahlstrom	Slave Lake	Alberta Liberal Party
Barry Walker	Coronation	Coronation Hospital District #39 Coronation-Paintearth Auxiliary Hospital Nursing Home District #16
Leroy Walker	Cardston	Citizen
R.E. Walter	High Level	Mayor, Town of High Level MacKenzie Regional Planning Comm.
Elaine Warholm	Calgary	Citizen
Alan Warnock	Airdire	City of Airdrie
Larry Waud	Lacombe	Reeve, County of Lacombe #14
Dan Wecker	Bentley	Citizen
Sandra Weidner	Edmonton	Alberta School Trustee's Assoc.
Norm Weiss	Ft. McMurray	MLA, Ft. McMurray
Garth Werschler	Alder Flats	Citizen
Frank Wesseling	Hanna	Palliser Regional Planning Comm.
Steve West	Vermilion-Viking	MLA, Vermilion-Viking
Muriel White	Bentley	Citizen
Virgil White	Bentley	Citizen
Laurie Wilgosh	Cowley	Village of Cowley
Robert Wilkinson	Athabasca	Reeve, County of Athabasca No. 12
C.W. Wills	Calgary	Calgary Public School Board
Ralph Wilson	Vermilion	Vermilion-Viking Liberal Assoc.
Gayleen Wine	Bentley	Citizen
Pat Wise	Rockyford	Village of Rockyford
R.A. Wiznura	Lamont	County of Lamont School Board
Herb Wohlgemuth	Crooked Creek	East Smoky School Division
Robert Woken	Rycroft	Citizen
Marian Wolitski	Wabasca	I. D. #17
George Wolstenholme	Nanton	Citizen
Peter Woloshyn	Stony Plain	Reeve, County of Parkland #31

Dugall Wood	Stettler	Stettler Kinsmen Club
Noreen Woolsey	Stettler	Stettler Public Library
Ford Workes	Brooks	Reeve, County of Newell No. 4
Gerry Wright	Edmonton	Citzen
Michael Yakielashek	Castor	Town of Castor
Annie Zahelka	Bentley	Citizen
Steve Zarusky	Redwater-Andrew	MLA, Redwater-Andrew
Gordon Zobell	Raymond	Raymond Irrigation District